

2021

NATIONAL OUTREACH SURVEY FOR TRANSPORTATION

Combating Human Trafficking by Listening to the Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience





“

Transportation is really the first place where victims of human trafficking can be intercepted and possibly escape or be freed.”

Suleman Masood, Subject Matter Expert

Some labor trafficking victims are forced to work at restaurants.

NATIONAL OUTREACH SURVEY FOR TRANSPORTATION (2021)

Publication Date: January 31, 2024

Combating Human Trafficking by Listening to the
Experiences, Challenges, and Recommendations of
Frontline Workers and Those with Lived Experience





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Comments on the report are welcomed and can be sent to feedback@unitedagainstslavery.org.

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“Prum Vannak is a Cambodian illustrator, artist, and trafficking survivor. After his five-year ordeal at sea, he was invited by a human rights NGO to document his experience in a series of drawings. The resulting 80 works of art detail every aspect of his experience. These drawings are some of the only evidence of the horror which is commonplace on fishing boats throughout Southeast Asia. Prum Vannak’s work has been featured in news media globally, and he has traveled internationally to share his story and art. In 2012, Prum Vannak was awarded the US State Department’s Human Rights Defender Award from then Secretary of State Hillary Clinton. In 2014 the artist was commissioned by Seven Stories Press to write an autobiographical graphic novel, entitled “The Dead Eye and the Deep Blue Sea.” He is currently working with an international film production company to develop this work into an animated feature film.





January 31, 2024

The Honorable Pete Buttigieg
Secretary
United States Department of Transportation
1200 New Jersey Ave., SE
Washington, DC 20590

Dear Secretary Buttigieg,

I am pleased to present the National Outreach Survey for Transportation (NOST) report and findings produced with funding from the 2020 USDOT Combating Human Trafficking in Transportation Impact Award and other sources. It was an honor for United Against Slavery to be selected as the first recipient of this award, as we collaborated to strengthen counter-trafficking efforts in transportation through frontline data collection and dissemination.

Human traffickers prey upon the most vulnerable among us and can target individuals of any age, gender, gender identity, race, ethnicity, or nationality. Despite extensive progress over the last decade to combat this crime, considerable work remains. As part of that work, data collection comprised a key call to action under the 2019 USDOT Advisory Committee on Human Trafficking final report.

Utilizing resources provided as part of the USDOT Impact Award, United Against Slavery conducted a global IRB-approved survey with transportation workers, service providers, and survivors of labor and/or sex trafficking. The data collected from nearly 3,900 individual respondents in the study detail their experiences, challenges, and recommendations to better recognize signs of all forms of human trafficking and report suspicions of this crime to the proper authorities. Survivors and Lived Experience Experts confirmed how different modes of transportation were used during their recruitment, exploitation, extraction or escape, and identified ongoing transportation needs during their healing journeys. They are the true experts. We must elevate their voices and leadership and use our financial resources to support them to help lead this fight.

Collaboration is essential to strengthen counter-trafficking efforts. The NOST team includes contributors from three countries, with more than 120 transportation agencies, transportation institutes or centers, academics, field experts, and Lived Experience Experts. Truly, we are stronger when we work together because none of us has all the answers. We believe the data collected by the NOST will support the USDOT commitment to combat human trafficking and support data-driven decisions in transportation and across the anti-trafficking community.

I would like to personally thank you, former Secretary Chao, and our colleagues at the USDOT who received updates on this project for the opportunity to collect frontline data to help positively impact the counter-trafficking fight by listening to the voices of transportation workers, service providers, and survivors of human trafficking.

Sincerely,
Christi Wigle
CEO and Co-Founder of United Against Slavery



PREFACE

Collaborations are critical to combating human trafficking. Working together, law enforcement, victim service providers, advocacy groups, lived experience experts, and others continually improve key processes and activities to identify human trafficking victims, strengthen judicial remedies, hold traffickers and facilitators responsible, provide resources for survivors, increase resources, and encourage governments to do more to fight this evil crime. The result has been positive progress since the U.S. government enacted foundational federal legislation on human trafficking two decades ago. Despite this trend, those in the anti-human trafficking movement understand that incredible challenges remain and require attention.


Among the many tools needed to combat this crime, comprehensive frontline data is a critical yet missing tool that stakeholders could use to continue progress. In most cases of human trafficking, responders act quickly, focusing on seeking justice and attending to the immediate needs of victims. Due to the time-sensitive nature of the work, there are few opportunities to pause and listen to the full range of stakeholders, evaluate successes and shortcomings, and identify needed improvements.

A National Outreach Survey (NOS) is a chance to step back and discover what is and isn't working from those who know best: those working on the frontlines. A NOS helps spot and evaluate gaps, and it is United Against Slavery's vision that a recurring NOS within multiple sectors of society would create a standardized approach for such data collection.

The research described herein is the first National Outreach Survey for Transportation (NOST), which resulted in nearly 3,900 survey respondents, thanks to the work of more than 120 contributors in three countries. Readers are advised that data in this publication focuses on sex and labor trafficking, while other forms exist; data also may not reflect the general population of transportation workers, service providers, and survivors; in effect, this work is a foundation to build upon. And we are humbled by our collaborators' drive: despite this undertaking's large scale, less than \$72,000 was spent across three years on the project.

Society is stronger when we unite for a common cause, regardless of our diverse backgrounds and points of view. We thank every Oversight Agency (OA) that joined us and distributed the NOST to their employees, members, or contractors. These organizations were willing to take steps to improve their response by engaging their workforce. We believe the resulting NOST data can help strengthen frontline efforts as we all work passionately to combat the inhumane acts and indifference that enable human trafficking.

Onward,
Christi Wigle, Principal Investigator
Chris Baglin, Co-Principal Investigator



Transportation can be used in many ways to impact those currently experiencing trafficking. Personally, given my experiences started before I could drive, transportation was often used as a way to transport me to a certain area, and then lack availability to leave that area until someone else would come and pick me up. With many others with whom I work, transportation is such a limiting variable.

Oftentimes, survivors stay stuck in abusive and unsafe situations due to a lack of transportation. Furthermore, survivors oftentimes lack access to medical or mental health services due to lacking transportation. Without making these services more accessible, creating a path out of trafficking is highly unlikely. Furthermore, transportation can often be the vehicle of abuse itself, as myself and many other survivors are often exploited in vehicles or even at places where large amounts of vehicles congregate, making it more difficult to be seen or noticed. Accessibility to transportation can be the difference between a survivor being able to leave a situation and build a life beyond that of exploitation.”

The Survivor requested to remain anonymous






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This report includes quotes and insights from survivors and Lived Experience Experts, located inside the front report cover page, throughout the report, and inside the back cover page. Some survivors have chosen to use their real name, others have chosen to use a pen name, and some have chosen to remain anonymous.

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The National Outreach Survey for Transportation results from many individuals, companies, agencies, academics, researchers, field experts, and most importantly, Lived Experience Experts of labor and/or sex trafficking. As we think about the level of the potential impact that this data can bring, our efforts achieved far greater potential because of the leadership throughout this project of our Survivor Leader Advisory Council and the leadership on our Research Team. We utilized every opportunity with them and are truly thankful for their leadership. We are grateful to the Oversight Agencies that distributed the survey so effectively.

The Collaborative Research Model for this study includes five groups: 1) Senior Research Team, 2) Survivor Leader Advisory Council, 3) Transportation Institutes, Transportation Centers, and Universities, 4) Oversight Agencies, and 5) Working Groups.

Senior Research Team

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Survivor Leader Advisory Council

Ronny Marty, Jessa Crisp, Jeri Moomaw, Julissa Ponce, and Christine McDonald.

Transportation Institutes, Transportation Centers, and Universities

Alabama Transportation Institute
Alabama Transportation Research Policy Center
Connecticut Transportation Safety Research Center
Maryland Transportation Institute

Mineta Transportation Institute
National Transit Institute
UniCuritiba
UFMG Human Trafficking Clinic
American Association of Airport Executives
Alabama Trucking Association
Werner Enterprises
Bozeman Yellowstone International Airport
Greater Asheville Regional Airport Authority
Hillwood Airways
Indian Trails
Port Authority NY NJ
Port of Oakland Includes
McCarran International Airport
North Las Vegas Airport
Hartsfield-Jackson Atlanta International Airport
Amtrak Police Department
VIA Metropolitan Transit
CIT Signature Transportation
All Aboard America
Fullington Trailways
Shared Hope International
Cleveland Hopkins International Airport
Rutgers National Transit Institute
Pensacola International Airport
Pinellas Suncoast Transit Authority

Oversight Agencies

Transportation Security Administration
Hawaii Department of Transportation
North Dakota Department of Transportation
Colorado Department of Transportation
Louisiana Department of Transportation
Missouri Department of Transportation
American Professional Mariners Association
Women in Trucking Association
Commercial Vehicle Safety Alliance
Commercial Vehicle Training Association
South West Transit Association
Community Transportation Association of America
American Association of Motor Vehicles Administrators
National Association of Convenience Stores
Association of Professional Flight Attendants
American Bus Association
Association of Flight Attendants
American Public Transportation Association
Erie Regional Airport Authority

San Francisco International Airport
Boise Airport
GRTC Transit System
City of Abilene ABI and Transit
Dallas Area Rapid Transit
Alexandria Transit Company
Asbrad
Transporte Coletivo Glória
Sunset Empire Transportation District
Jefferson Lines
Barons Bus
Philadelphia International Airport
Long Beach Airport
Henderson Executive Airport

Morristown Airport
Emancipation Nation Network
Greenville Transit Authority
Louis Armstrong New Orleans International Airport
Rick Husband Amarillo International Airport
Bay Area Anti-Trafficking Coalition Airport Initiative
Houston Airports – George Bush International Airport
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SW Chapter of American Association of Airport Executives

Additional Oversight Agencies participated but requested to remain anonymous.

Working Groups

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Forced Labor Working Group

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Administrative Contributors: Henry Oshiorame Adogame, Abdul Moez Khan, and Kayla Bowers. Additional thanks to Patty and Sam at The UPS Store #3446 for all their assistance during this project.

In preparation for expanding the 2021 NOST into other countries, we collaborated with Transport Canada to identify potential organizations to participate in this global transportation study.

UAS and NOST senior leaders reached U.S. Embassies in Brazil, The Netherlands, and Canada to inform them of data collection efforts within their countries. Before publishing this report, a brief synopsis of the data collected in those countries was provided to our contact at each U.S. Embassy. We appreciate their continued dedication to counter-trafficking efforts.

We thank senior team members at the Bureau of Justice Statistics who worked on the National Census of Victim Service Providers and approved multiple survey questions from the Census to be used in the NOST.

To Tom Calamia, our United Against Slavery CFO, who retired in early 2023. Although our budget did not resemble the near-billion dollars that you previously managed as a divisional CFO for a major corporation, we are forever thankful for your expertise, wisdom, and passion for helping to make a difference in this capacity.

To our additional team members who supported United Against Slavery or this project in different capacities not listed here...*thank you!* This project was stronger because of each of you!

Special Appreciation

to the sponsors of our Survivor Survey, which compensated survivors for participating in the NOST.
Morristown Airport MMU
Maryland Transportation Institute and the Department of Civil and Environmental Engineering

Thank you to those who participated in the 2021 National Outreach Survey for Transportation

To every transportation worker and law enforcement officer, thank you for your commitment to improving counter-trafficking efforts.

To both ally- and survivor-led service providers, thank you for your tireless work.

To survivors of labor and/or sex trafficking, we appreciate your education, guidance, and leadership.
You are appreciated.

To everyone who participated, your voices will be heard with this data and report.

ABOUT THIS REPORT

An extensive team contributed to this large-scale transportation research study. The respondents were diverse also. The insight, challenges, and recommendations from workers who participated can be seen throughout the data, highlighting similarities and differences in their knowledge base and a desire to learn more. Looking through the lens of each respondent, each mode of transportation, and each group allows us to focus our future efforts on developing new tools. To ensure the data is not siloed, we have taken steps to ensure the data is transparent and accessible to help improve counter-trafficking efforts in transportation and beyond. We chose to provide a more granular and transparent overview of our processes. However, there are multiple ways to refine a future National Outreach Survey and the NOST will be a foundational tool to build upon.

Filtering Data for Different Groups

Throughout this report, data from the same Question Identification Number (QID_#) may be filtered for different groups. One author may reference all respondents, and another author may filter the same QID_# data only to include roadway respondents. They represent the same survey question but may be filtered differently for their chapter. Each QID reference will be listed in the Data Visualization Toolkit. For example, QID_108 may be presented in other chapters with filtered data such as QID_108 Road, QID_108 S (Survivor), QID_108 SDOT (State DOT), or QID_108 Transit by Country.

Some authors may present comparisons for the same QID and group but include the main data visual and also filtered data to reflect and compare how different ages or years worked responded to the same data reference (Figure 1). As another example, the same QID may appear in various visuals, showing filtered data for different groups and different filters within a group, e.g., for law enforcement (LE). Each QID variation is listed in the chapters where it is cited and in the Data Visualization Toolkit.

Figure 1



Human Trafficking Survivor Experiences: The Positive and Negative

Trafficking survivors share their personal experiences through the data as someone exploited in labor and/or sex trafficking. The NOST asked survey questions regarding the survivor's interactions with frontline workers in transportation, law enforcement, service providers, and other survivors. The data will reflect frontline workers who provided help in the survivor's journey. Still, survivors indicated that fewer workers did not always protect them or may have facilitated different forms of abuse. The NOST reflects that survivors' experiences varied regarding positive and negative interactions with different groups. Survivors' experiences must be acknowledged for evaluating, refining, and implementing counter-trafficking efforts. Notably, a majority of each stakeholder group discussed in the NOST data indicates a willingness to help combat this crime.

The NOST report includes statements from trafficking survivors. To represent diverse populations vulnerable to human trafficking, we include stock photos with those statements to represent different ages, races, nationalities, genders, and gender identities and may not represent the survivor who provided the statement. Our Survivor Leader Advisory Council and other NOST team members confirmed culturally sensitive representation as needed.

Viewpoints of Authors with Diverse Field Experts

As discussed further in the Methodology section of this report, our Collaborative Research Model included authors to expand expertise on the topics and themes of the NOST data. Each author was provided guidelines for developing their chapters but could write in their own style and techniques. The Senior Research Team provided edits to the authors when drafts were submitted. Overall, the content provided by each author presents the diversity of field experts across multi-disciplinary roles. Most NOST data in this report will include a data visual. Due to this inclusion, the chapter lengths are longer.



EXECUTIVE SUMMARY

Executive Summary: Transportation Systems, Human Trafficking, and the NOST

By Deb Niemeier, PhD

Key Findings

Transportation Workers

- A majority of transportation sector respondents have never reported signs of human trafficking (62% of 341 law enforcement; 87% of 2,002 aviation workers; 92% of 266 transit workers; 97% of 935 roadway workers)
- 48% of 3,551 workers have concerns about misidentifying signs of human trafficking at work (57% of 1,944 aviation workers; 48% of 188 law enforcement in rail; 49% of 262 transit workers; 31% of 931 roadway workers)
- 61% of 1,666 workers indicated that concerns about misidentifying signs of human trafficking may prevent them from reporting those signs
- Only 10% of 2,822 workers said that they have a resource (wallet) card with signs of human trafficking; of the remaining 90%, 54% said they didn't have a card, but it would be helpful to have

Survivors of Labor and/or Sex Trafficking

- Survivors said during recruitment, 46% of 127 human trafficking survivors were promised a transportation ticket if they wanted to leave; 57% wanted to leave but were not provided with transportation to exit
- 32% of 95 trafficking survivors never saw human trafficking awareness information in a bathroom, and 23% said they rarely saw the same information; 65% of 158 said they never saw a hotline posted during their exploitation

- 67% of 155 trafficking survivors said they were relocated; 56% of 94 said that an online booking website was used
- There were 153 survivors of labor and/or sex trafficking who answered a multiple-choice question asking which word(s) they preferred to use to characterize when they were no longer being exploited. Labor trafficking survivors chose escaped (28%), freed (21%), rescued (15%). The sex trafficking survivors chose escaped (29%), freed (23%), and saved and rescued (both 18%)

Victim Service Providers (VSPs)

- 52% of 41 VSPs had to turn away a client due to a lack of resources, 37% said more than once
- 91% of 33 VSPs said there should be a website to connect donors with nonprofit organizations
- 60% of 40 VSPs indicated it is difficult to obtain transportation services for clients in their area

General Feedback

- 93% of 2,891 survey respondents said that mental health issues should be addressed better in communities
- 82% of 3,632 survey respondents agreed that the questions asked on the NOST were relevant to combating human trafficking.

Human Trafficking and Our Transportation System

The United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (also known as the “Trafficking Protocol” or “Palermo Protocol”) defines trafficking in persons as the “recruitment, transportation, transfer, harboring, or receipt of persons, using the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or a position of vulnerability or the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for exploitation.”¹ The U.S. enacted its first legislation in 2000, the *Victims of Trafficking and Violence Protection Act of 2000, Pub. L. No. 106-386 (Oct. 28, 2000)*.² Since then, several laws and reauthorizations have been promulgated to protect trafficking victims, including those directed at gender violence, enforcement, and victim protection.

A global estimate suggests that human trafficking rates surpass those of gun sales and arms trafficking,³ with women and girls particularly susceptible to victimization.⁴ Still, definitive levels of trafficking and how trafficking occurs remain uncertain⁵ and a learning process. For example, as of 2022, there have been only 12 studies estimating the prevalence of sex trafficking in the U.S.; nine of these studies aimed to estimate the pervasiveness of sex trafficking among youth.⁶ Despite the scarcity of data,⁷ there is a consistent observation across the literature: it is widely accepted that the U.S. serves as a source, transitway, and destination for labor and sex trafficking.⁸

Transportation plays a critical role in the trafficking ecosystem, determining how victims depart, arrive, and travel in the process of trafficking. Traffickers often remove the option of transport availability to limit mobility.⁹ Although traffickers rely on evasion tactics (e.g., city-to-city translocation),¹⁰ this strategy also creates intervention points. Taking advantage of these intervention possibilities requires a better understanding of operational concerns and ways to enhance training. The intervention also requires understanding the needs and

tactics of key partners, law enforcement at all levels of government, and the providers of services to human trafficking victims and survivors.

Transportation officials, anti-human trafficking organizations, policymakers, crime victims, and survivors understand that transportation facilitates human trafficking in multiple ways. Transportation organizations have developed many tools and resources to help critical partners to respond to this crime. Truckers Against Trafficking (TAT), Busing on the Lookout, Angels at 30,000 Feet, Airline Ambassadors, and other non-profits have targeted their efforts on the transportation system over the past decade. In 2017, the non-profit manager of the national human trafficking hotline, Polaris, published a report on the nexus between the transportation system and human trafficking based partly on the hotline experiences described by victims and survivors.¹¹ Local, state, and regional transportation organizations are implementing anti-trafficking initiatives. Federal advisory committees comprising public, non-profit, and private sector representatives have been formed to provide recommendations to the U.S. Department of Transportation (USDOT).



One such committee, the Advisory Committee on Human Trafficking, met in 2018–2019 and synthesized sectoral activities into various reports, including its report to Congress and the States in January 2020;¹² as of 2023, a permanent federal advisory committee has been initiated. Also, academics and modal leaders have partnered for more than a decade to sponsor formal lectern sessions and projects through the Transportation Research Board of the National Academies of Science, Engineering, and Medicine.

Federal Efforts to Combat Human Trafficking

Collaboration to combat labor and sex trafficking is essential among local, state, and federal agencies. In working with the private and public sections, the USDOT initiated early action in 2012 when the agency formed Transportation Leaders Against Human Trafficking (TLAHT), which supplies awareness materials and encourages sector leaders to sign a pledge for collective action.¹³ Nearly 575 organizations have signed the TLAHT pledge, committing to awareness raising, training, and data sharing. “TLAHT’s...partners take action to combat human trafficking by issuing leadership statements, signing pledges, developing reporting protocols, training over 1.3 million employees, and conducting public awareness campaigns.”¹⁴ Training is an essential component to combat human trafficking in transportation. The USDOT’s commitment to educating about human trafficking includes training its 55,000 employees every two years to recognize signs of human trafficking and providing guidance on filing a report.¹⁵

The U.S. Department of Homeland Security’s (DHS) Blue Campaign ensures that trained personnel are in positions to observe signs of trafficking among the traveling public through agencies such as Customs and Border Protection and Immigration and Customs Enforcement.¹⁶ In December 2021, the U.S. government released its National Action Plan to Combat Human Trafficking, which directs its agencies to conduct specific actions in their mission areas. Under this plan, the USDOT has several responsibilities related to awareness raising, training, and data sharing, which we reference throughout this report.

The Blue Lightning Initiative (BLI) is a program under the DHS Blue Campaign and is led by Customs and Border Protection along with the USDOT, including the Federal Aviation Administration.¹⁷ With over 110 aviation industry partners, over 200,000 employees have been trained with BLI's training and awareness programs. As part of its longstanding commitment to combat human trafficking, the Federal Aviation Administration works with sector leaders such as the International Air Transport Association and the International Civil Aviation Organization.

The USDOT's Federal Motor Carrier Safety Administration and the Federal Transit Administration have addressed human trafficking through existing grant programs, and other arms of the USDOT are involved in implementing department strategy. Within the frontlines, beginning in September 2022, a new rule prohibits the issuance of a Commercial Driver's License to those convicted of a human trafficking felony.¹⁸

Frontline Data Collection

In 2021, the NOST undertook its new and significant cross-sectional survey and data collection effort, covering human trafficking in the transportation ecosystem. NOST provides unique insight into anti-trafficking practices and knowledge across the victim/survivor life cycle. The global Institutional Review Board (IRB) approved survey targeted frontline and administrative respondents in the transportation workforce and offered various perspectives (aviation, maritime, roadway, transit, and railroad). The survey distribution included more than 50 organizations, termed "Oversight Agencies" (OA), covering 152 transportation sector roles (known as Subsets) in transportation (e.g., Flight Attendants, Transportation Security Administration staff, and highway maintenance workers), victim service providers, and survivors of labor and/or sex trafficking. More than 640 survey questions were tailored to and distributed by the OAs. Each Subset answered a few available questions, differentiated by survey logic and branching.

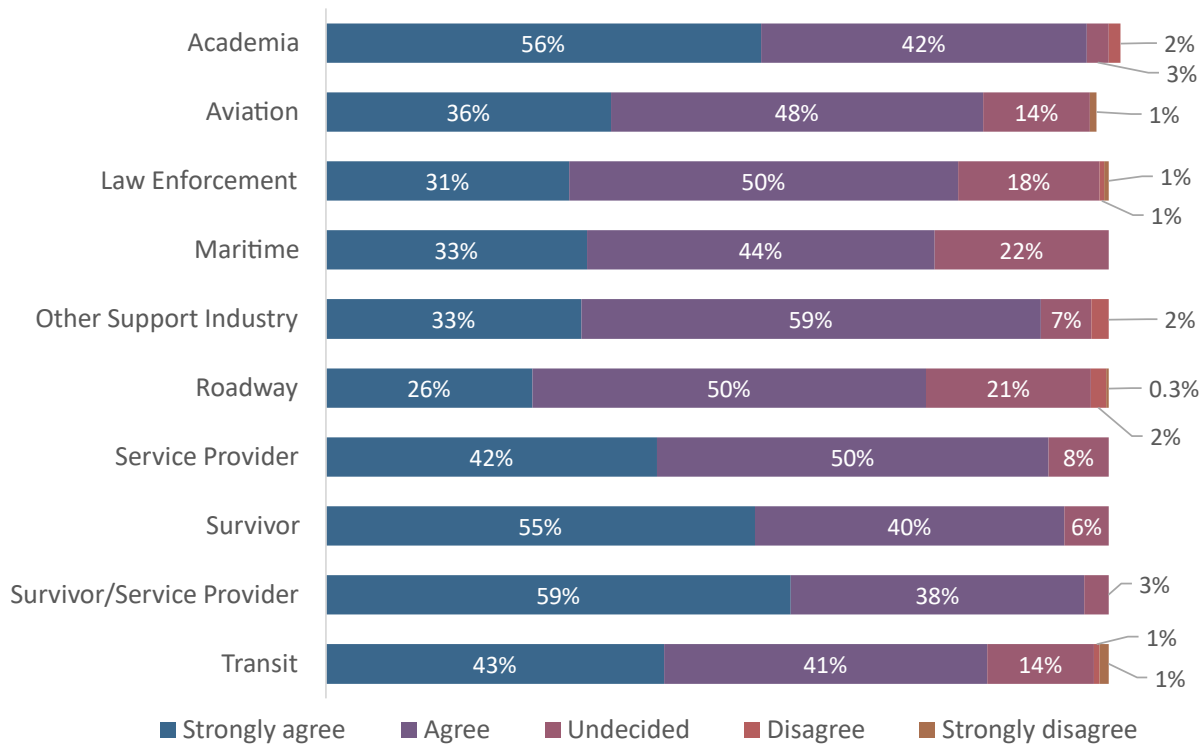
In 2021, significant new cross-sectional survey data were collected as part of the National Outreach Survey for Transportation (NOST), covering human trafficking in the transportation ecosystem. The NOST provides unique insight into current anti-trafficking practices and knowledge regarding the intersection of human trafficking and transportation and the impact on labor and/or sex trafficking survivors. The survey targeted frontline and administrative respondents in the transportation workforce and offered various perspectives (aviation, maritime, roadway, transit, and railroad). In addition, participation included law enforcement, direct victim service providers, survivors of labor and/or sex trafficking, and some academic participants.

In total, there were 3,896 respondents to the survey. Given that some questions were asked to specific groups or did not receive a response, there will be data gaps compared to the survey design's scope. Also, the individual experiences of this set of respondents may not reflect the experience of others similarly situated. With nearly 3,900 respondents, however, the NOST is the most extensive survey on human trafficking and transportation. It is also perhaps the most germane survey to date for this population.

When asked about the relevance of NOST survey questions for combating human trafficking, over 82% of respondents answered affirmatively. Reviewing how each group responded is also essential (Figure 2, pg. 12). Below are some exciting and insightful themes and findings across modes and agencies discussed in the later chapters of this report.

Figure 2

To what extent do you agree or disagree with this statement, "The questions asked on this survey are relevant to combating human trafficking."



QID_531 Total Respondents: 3632

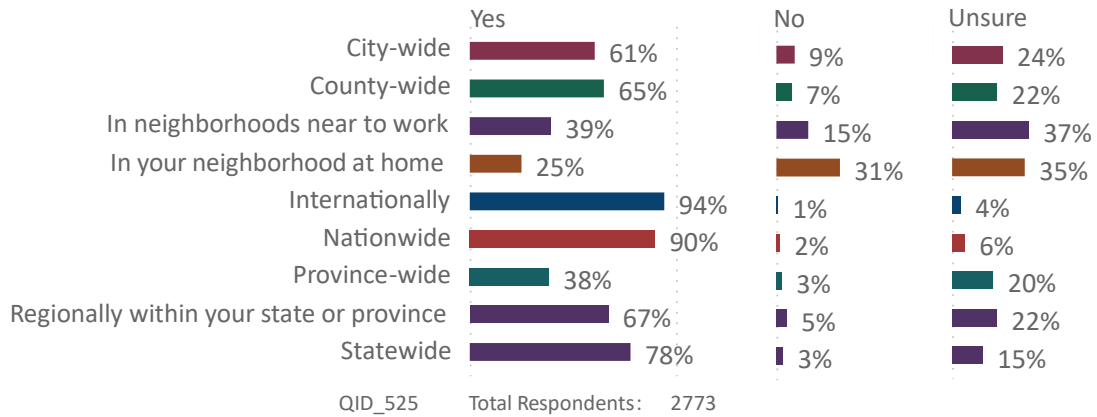
Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Shared Insights and Common Concerns

The authors in the NOST report illustrate that there is a high degree of consensus across different transportation and law enforcement agencies, emphasizing the need to understand better how transportation is used in human trafficking throughout the transportation system. Survey respondents overwhelmingly identify human trafficking at the international (94%) and national (90%) levels as a significant problem (Figure 3, pg. 13). Children and adults are both viewed as vulnerable to being recruited into labor trafficking. Of children and adults vulnerable to labor trafficking recruitment, 14% of respondents believe that adults are more vulnerable, 24% of respondents believe that children are more vulnerable, and 52% believe that both groups are equally vulnerable. (Figure 4, pg. 13). In terms of children and adult vulnerability to sex trafficking, 47% of respondents believe that children are more vulnerable, while only 2% of respondents believe that adults are more vulnerable. 43% believe that both adults and children are equally vulnerable (Figure 5, pg. 14). Nearly one-third of the respondents identified U.S. and foreign nationals as equally vulnerable (Figure 6, pg. 14). Additional insights are included in (Figures 7, 8, pg. 15). Significantly, more than 95% of all respondents from state DOT, law enforcement, transit, and aviation agencies signaled that it was essential to understand better the complexities of exploitation and transportation (Figure 9, pg. 15).

Figure 3

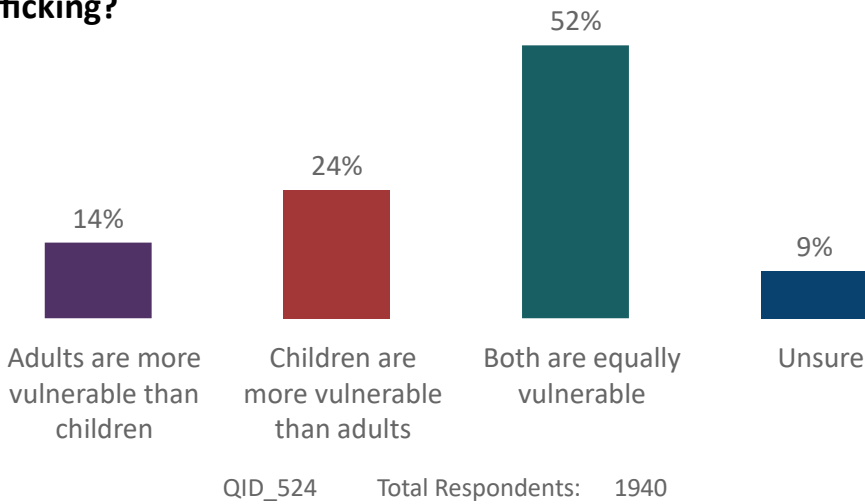
Do you consider human trafficking a problem?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 4

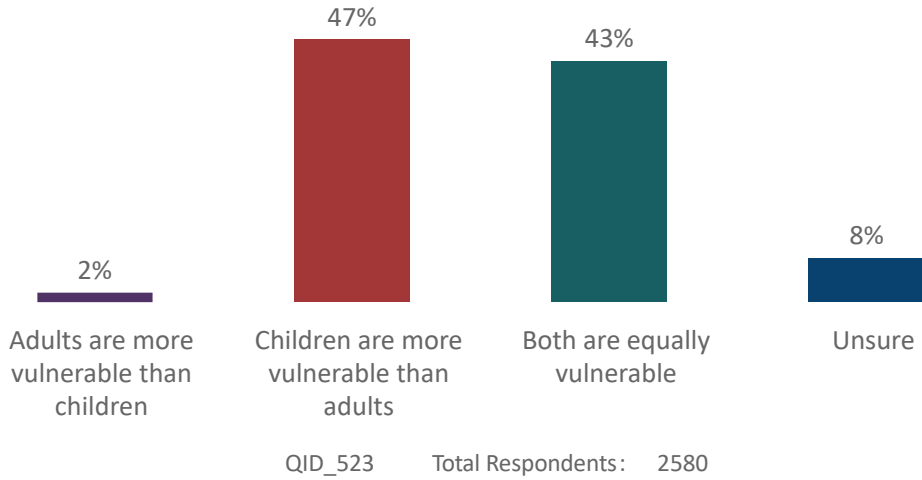
Which age group is more vulnerable to being recruited into labor trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 5

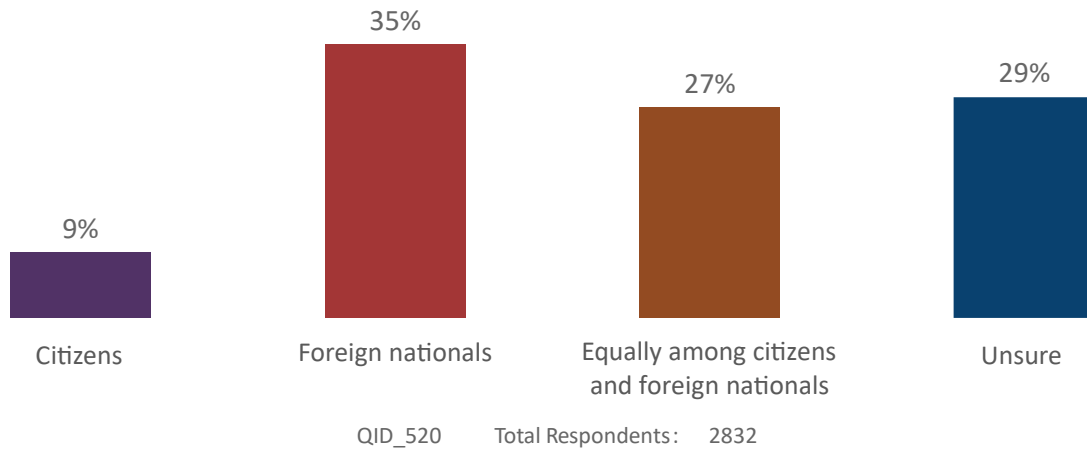
Which age group is more vulnerable to being recruited into sex trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 6

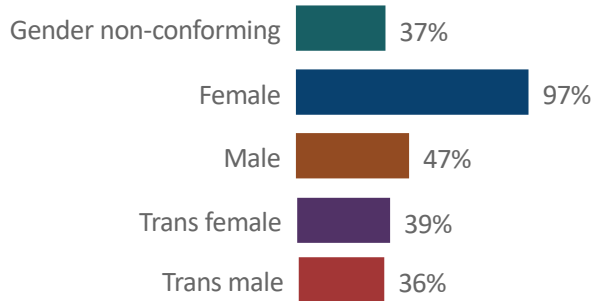
Which population do you think is trafficked more in your community?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 7

Which gender(s) is vulnerable to sex trafficking? Select all that apply.

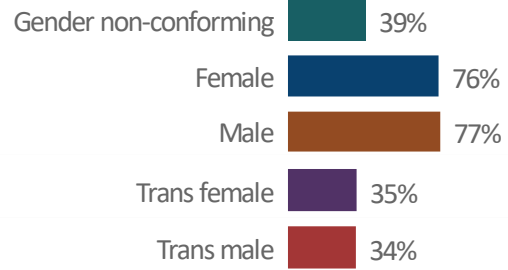


QID_521 Total Respondents: 2123

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 8

Which gender(s) is vulnerable to labor trafficking? Select all that apply.

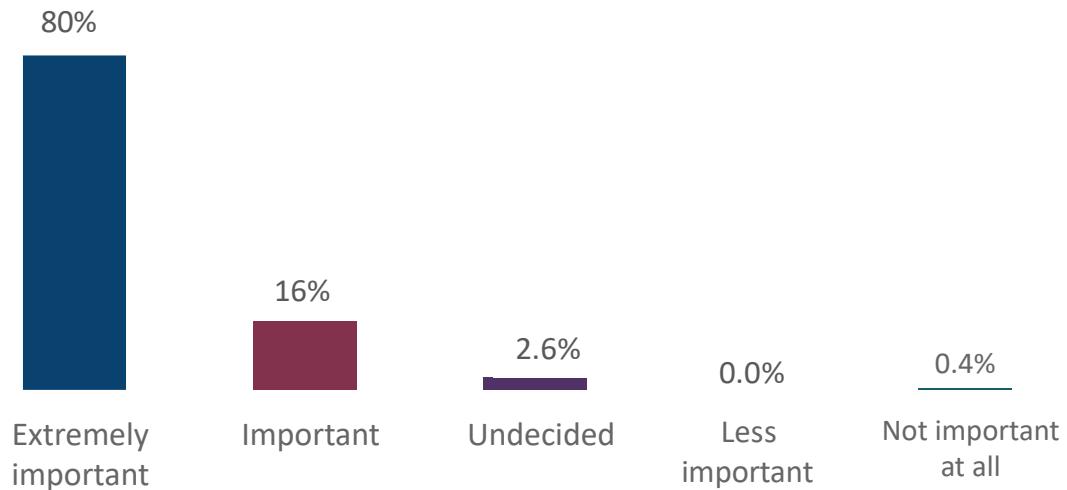


QID_522 Total Respondents: 1948

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 9

How important is it for a transportation company, agency, or organization to understand the forms of human trafficking utilizing their transportation services?



QID_120 Total Respondents: 475

Note: Statistics include responses from respondents in all groups and may not represent any larger population segment.

Recognizing that human trafficking can impact any population is important when potentially identifying signs of trafficking. Notably, nearly half of the 3,551 respondents reported having some level of concern about misidentifying signs of human trafficking (Infographic_QID_198, pg. 17). Most respondents (80%) were primarily worried about embarrassing a customer or passenger (Infographic_QID_199, pg. 17).

When asked how comfortable workers are when reporting signs of human trafficking, it is notable that more than one-third (42%) of all respondents indicated that they felt that workers were comfortable or very comfortable in making a report (Infographic_QID_196, pg. 18). That only less than half of respondents perceive workers as comfortable identifying and reporting potential activity is concerning. Coupled with the fact that 77% of 2,827 respondents across modes generally believed that they had not observed signs of human trafficking on the job (Infographic_QID_182, pg. 18), the survey results suggest that even if workers had observed signs, they might be less than comfortable reporting the activity (Infographic_QID_188, pg. 18).

NOST survey data indicate that greater effort must be made to develop or strengthen internal protocols regarding employee protection when reporting signs of human trafficking.

NOST survey data indicate that greater effort must be made to develop or strengthen internal protocols regarding employee protection when reporting signs of human trafficking. Frontline workers and administrative staff need routine education on protocols to increase their confidence that they are protected if they misidentify signs of trafficking. Workers were asked if protocols were in place at their employment to ensure their protection when making a

report, and 58% of 504 respondents indicated they were unsure if such protocols existed (Infographic_QID_211, pg. 18).

In the absence of such assurances, many workers may refrain from filing a report altogether. Additionally, among those who expressed concerns about misidentifying human trafficking, over 60% of 1,666 respondents indicated that these concerns might prevent them from reporting signs of trafficking (Infographic_QID_200, pg. 17).

The transportation industry is unique in that the system is ubiquitous: one or more modes are used by nearly everyone. This offers abundant opportunities to identify human trafficking. Without better detection and reporting activity, victims of labor and/or sex trafficking can remain in cycles of abuse. Establishing internal protocols to protect workers and ensuring they are made aware of those protocols can make a difference for victims seeking freedom from their traffickers. This compelling scenario is ground-truthed by NOST data collected directly from human trafficking survivors.



NUMBERS IN ACTION

REPORTING



Have concerns about misidentifying signs of human trafficking in your work environment

Indicated those concerns may prevent you from reporting signs of human trafficking



Listed Concerns (QID_199, n=1626)

80%

Embarrassing the passenger/customer

60%

Getting sued by the accused

37%

Being ignored in the future

See the report chapters to see how each respondent group answered these questions.



77%

Said they had not observed signs of human trafficking at work
(QID_188, n=2827)



85%

Have never reported signs of human trafficking
(QID_182, n=3870)

34%

Undecided
If employees are comfortable reporting signs of human trafficking
(QID_196, n=1062)



31%

Said protocols and protections are in place if they misidentify signs of human trafficking
(QID_211, n=504)

REPORTING SIGNS OF HUMAN TRAFFICKING IN TRANSPORTATION

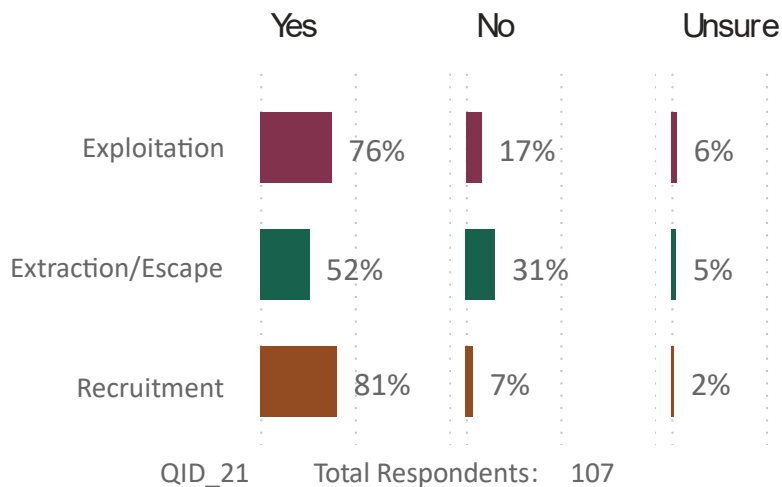
Observations from Human Trafficking Survivors

Human traffickers have exploited transportation loopholes to recruit, exploit, and relocate victims of human trafficking to different locations. Survivors who completed the NOST survey instrument reported if transportation was used during each time frame (Figure 10). Among 107 survivors who answered this question, 81% said transportation was used during recruitment, 76% said it was used during exploitation, and 52% shared that transportation was used when they exited their trafficking. A lack of access to transportation can many times prevent a trafficking victim from exiting their abuse.

Survivors also shared some insight about transportation workers across different modes of transportation who provided help to them (Figure 11, pg. 20). As a result, transportation workers in multiple modes may be exposed to possible signs of human trafficking differently. NOST data reflects that 19% of 37 participating survivors indicated they received help from bus drivers and airport staff, followed by convenience store staff, airline staff, and border agents, all at 16%.

Figure 10

Was transportation used to move you around during any of the following times? Select all that apply.



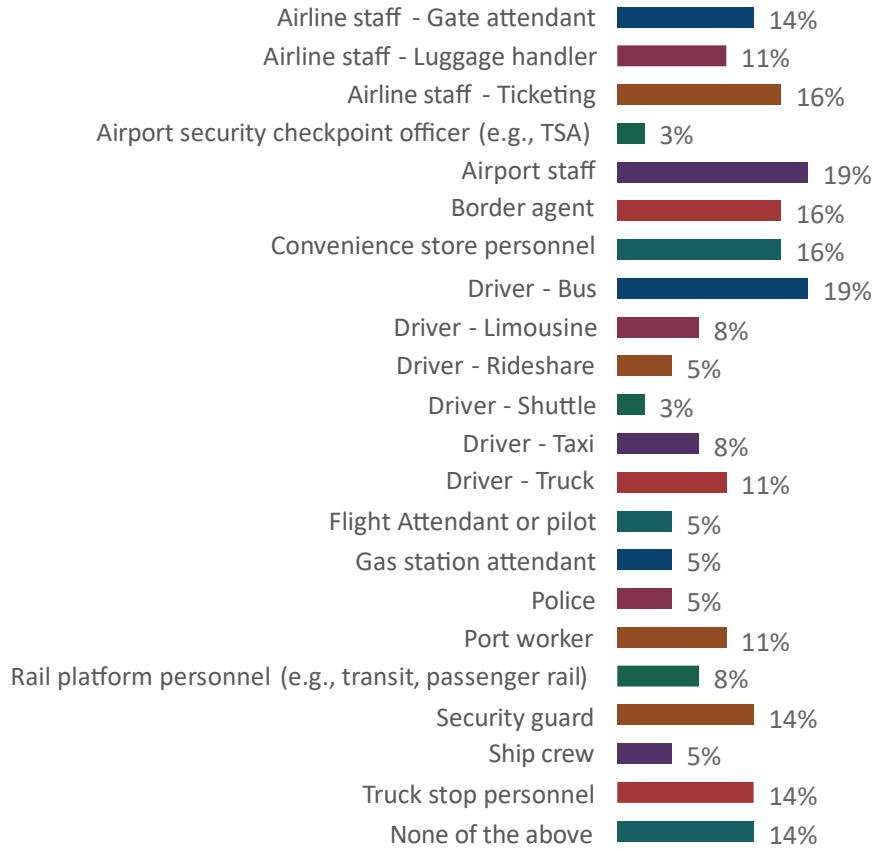
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Defining the Issues and Potential Roles of the Transportation Workforce

The transportation sector works together to ensure people and goods have safe and reliable conveyance. Its employees are safety-oriented and trained to be vigilant. The frontline workforce and others with a view of field operations can observe a crime, including trafficking, and its victims. This report covers several modes within the transportation sector, including those listed in the USDOT TLAHT pledge, focusing on awareness raising, reporting, and data sharing. Raising awareness differs from training since training can focus on a simple protocol tailored to a job position or be much more extensive. It is essential for each transportation organization engaged in anti-trafficking initiatives to clarify for every worker what is at stake and what is expected of them. Then, through policy, protocol, and education, organizations must maintain consistent messaging to support the implementation of their role.

Figure 11

Which transportation personnel offered to provide you help . Select all that apply.



QID_326 Total Respondents: 37

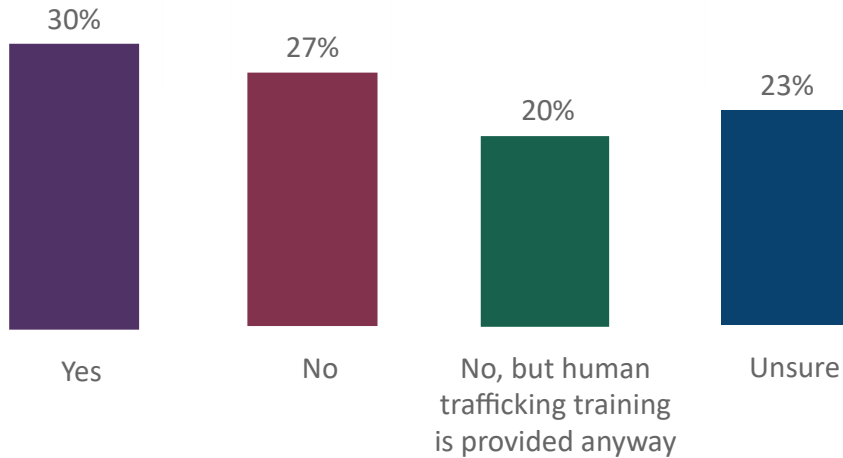
Note: These statistics include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment.

Cultivating Skills Through Training

There is general agreement that the most effective way to prevent trafficking is to train the professionals who might encounter this crime. Identifying trafficking victims is complex and requires developing an awareness of activities that might point to trafficking, a skill that requires training. About one-third of 2,792 respondents reported mandatory training in human trafficking at their place of employment; interestingly, nearly 25% reported being unsure whether human trafficking training was mandatory (Figure 12, pg. 21). Looking across agencies, slightly less than 50% of transit respondents noted that training was not mandatory, and 21% were unsure. Sixty percent of the state DOT respondents reported that training is not mandatory, with almost 30% reporting that they were unsure. Only in aviation did a significant number of respondents (42%) report that training is mandatory.

Figure 12

Is human trafficking training mandatory at your current employment?



QID_168 Total Respondents: 2792

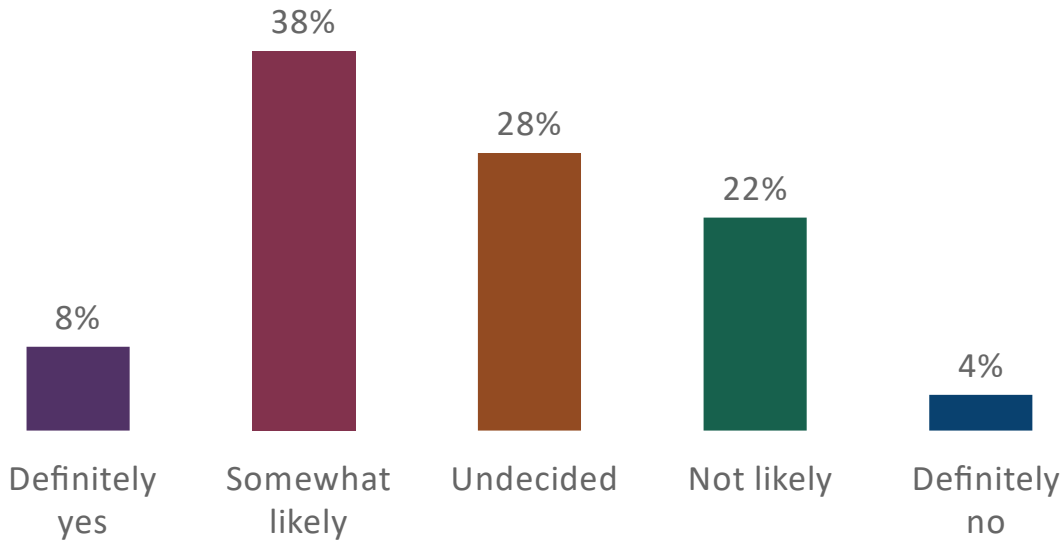
Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

This uncertainty among respondents suggests general confusion about training requirements that mirrors responses to questions about protections for employees who make a report. In short, most respondents receive limited training and need to know they are protected against misidentifying human trafficking. The results suggest that there has been more consideration for avoiding customer embarrassment than identifying or stopping a trafficker. Agencies must ensure that internal protocols exist and are communicated to employees to protect them if they misidentify signs of human trafficking.

Research suggests that even limited training helps reduce myths about human trafficking (such as that only immigrants or foreigners are trafficked or that human trafficking must include physical force) and improves skills associated with identifying human trafficking. Even law enforcement officers can be biased by stereotypes and standard narratives of trafficking victims as the highly vulnerable young women forcefully trafficked for sexual exploitation who are depicted in the media.¹⁹ Cultural blinders can inhibit recognition of trafficking situations, mainly when people think they are unlikely to encounter human trafficking victims.²⁰ Twenty-six percent of respondents indicated that they were not likely (22%) or could definitely not (4%) spot human trafficking while they were working, and another 28% were undecided (Figure 13, pg. 22).

Figure 13

How likely is it that you could spot signs of human trafficking while you are working?



QID_381 Total Respondents: 720

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

“Right-Sizing” Partnerships and Governance

Workforce concerns or comfort with acting on one’s awareness training is an organizational issue as much as it is about individual behavior. NOST data can complement other efforts to sharpen research and analysis into how the sector can respond strategically and sustainably. For example, agencies use various approaches to help employees identify human trafficking and improve comprehensive training, including communicating a commitment to countering trafficking (84%), establishing reporting protocols (60%), and identifying internal resources that can be shared with the community partners (39%) as some of the most common among 923 respondents (Figure 14, pg. 24). These percentages are primarily driven by NOST respondents in the aviation sector (95% of the 923 are in aviation), which has been the site of anti-human trafficking initiatives, including training, for over a decade.

Another fundamental issue is ensuring that new practices are sustained. For example, are posters with hotline information being re-stocked at a given facility, and does that operational task call for a new or amended approach? Considering that once awareness tools, such as bathroom stickers and other counter-trafficking tools are needed, does the agency have the financial resources to replace them? Agreeing to best practices for a given organization and equipping the frontline with the most appropriate tools, policies, and protocols is essential and another aspect of identifying what is and is not working on the frontlines. This is foundational as to why United Against Slavery developed frontline National Outreach Surveys to help identify those perspectives so that improvements can continue to be made over the next decade on the frontlines of this fight.

“

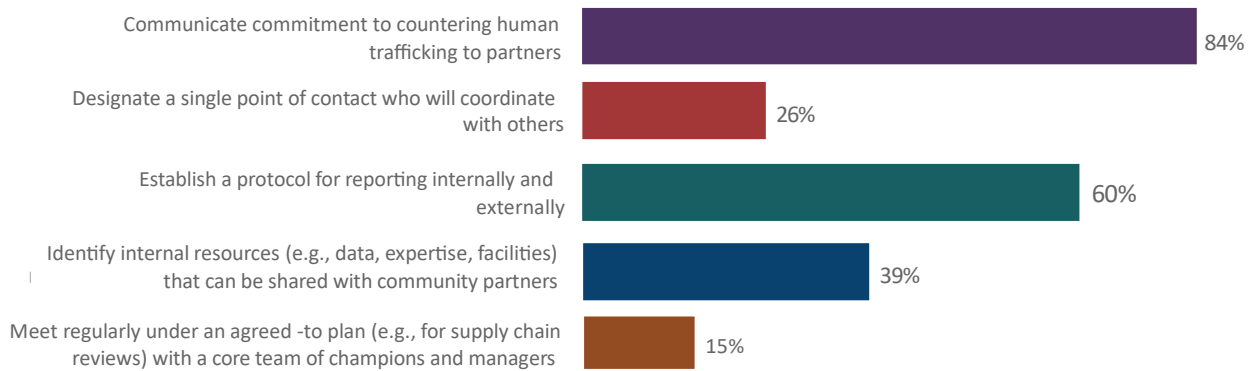
I was a teenager when I got trafficked and I was transported by bus to another city. No one asked me about an ID or why I had a big suitcase with me. If someone had asked me questions about it, I'm sure they could have found a lot of money for a teenager to have with and also more than \$2000.”

The Survivor requested to remain anonymous



Figure 14

What approaches does your company/agency/organization take to support countering human trafficking?
Select all that apply.



QID_122 Total Respondents: 923

Note: Statistics include responses from respondents in all groups and may not represent any larger population segment.

Partnerships are critical. Transportation organizations have system safety as their paramount mission; they often have little law enforcement or security infrastructure immediately available to address criminal behavior. Partners in law enforcement and victim/survivor services must be ready to “catch the ball” should a transportation worker report signs of human trafficking or other relevant information. It is essential to determine the initial extent of an anti-human trafficking initiative, protect sensitive data, and create a roadmap for sustaining or extending the initiative’s scope.

Report Observations

The NOST and its resulting dataset are a significant step toward better understanding the transportation industry’s valiant work to combat human trafficking and the sector’s lessons for ending this crime. The NOST’s reach into diverse modes and roles provides a baseline view. Its results can be reviewed for data gaps, and in later research, stakeholders can conduct further inquiries on issues important to their communities. By design, NOST helps the anti-trafficking community and its allies to leverage frontline data collection and predictive analysis to inform awareness and training programs, focus legislation, improve enforcement and preventative actions, and improve survivor resource allocation to drive more effective outcomes over the next decade.

This report discusses the transportation workforce’s role and on-the-job capabilities to observe signs of human trafficking. This Executive Summary highlights the workforce’s opinions on human trafficking, how NOST data can help define the frontline’s general awareness, and how the data can be used further to develop the sector’s knowledge on this issue. NOST collected respondents’ opinions on general topics, such as the forms of human trafficking and the types of individuals vulnerable to trafficking. This data indicates general awareness in the transport sector and opportunities for impact on social policy decision-making.

About the Author

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METHODOLOGY HIGHLIGHTS

Research Objectives

The National Outreach Survey for Transportation (NOST) has these objectives: to inform awareness and training programs, focus legislation, improve enforcement and preventative actions, and improve survivor resource allocation to drive more effective outcomes. The NOST was designed to produce comprehensive and comparable data across different frontline groups to help bridge the information gaps in the study of human trafficking for federal, state, local, and private industry stakeholders. Segments of the transportation workforce have different exposures to human trafficking, which vary further within a mode, and these exposures may also differ by geographical location. If human trafficking experts can identify spatial patterns in each location and share this knowledge with the transportation sector, frontline workers can enhance their awareness, identify potential trafficking activities, and support work toward preventing and addressing this crime more effectively within transportation networks.

Mixed Methods Approach

To ensure diversity of ideas and interrogate the currency of information, the NOST utilized a mixed methods approach to developing survey content and outputs, e.g., this report and its data visualization toolkit. We employed qualitative and quantitative methods, utilizing primarily a web-based survey and limited paper survey distribution. The survey collected quantitative responses via Likert scales, binary yes/no answers, and many survey questions were non-cumulative, allowing multiple answers to be selected. To develop a common knowledge base for the survey questionnaire, work included iterative literature reviews (including academic and grey literature), semi-structured interviews in different phases of this project, and team-based knowledge creation and transfer. Text-based sources included more than 150 articles, reports, blogs, and others. The NOST would target many topics and populations across transportation, law enforcement, service providers, and survivors of labor and/or sex trafficking, primarily in the U.S. but also in other countries. As detailed below, this wide-ranging scope influenced the study's research management, sampling, and questionnaire. Due to the

project's complexity and level of detail to complete, this section highlights aspects of our Methodology (Appendix 5). Our methods include standard research practices and a more detailed review of the NOST design and team development to ensure transparency in our processes, including many of the forms and templates used in our methods approach.

Research Management

Executing a study with the size of the NOST called for coordination and collaboration among subject matter experts in many organizations in an organized and systematic manner. To address the enormous scale of the transportation sector's intersection with human trafficking, we optimized the engagement of stakeholders to leverage their diverse areas of knowledge. The NOST used a research team from various disciplines to design the survey instrument and collect data on the workforce's views of human trafficking, organizational and staff experience, and ways to improve anti-human trafficking efforts within the transportation sector. As noted above, the NOST's collaborations also extended beyond the research team to the transportation sector, with our many industry partners leveraging their institutional knowledge and goodwill to distribute the NOST instrument to their workforces or memberships.

Survey and Human Ethics

Trauma-Informed, Victim- & Survivor-Centered The cultural sensitivity of topics discussed in the NOST focused on labor and sex trafficking as it intersects with transportation and may impact populations differently. We relied upon the leadership of our Survivor Leader Advisory Council (SLAC) with Survivor Leaders and Lived Experience Experts, which proved invaluable to the entire project. Our Advisory Council included different races, religions, genders/identities, nationalities, disabilities, and Indigenous populations. After the mutual interest of potential SLAC members was confirmed, UAS sent a web-based form that included informed consent with project details, responsibilities, payment information, media release, and agreements. It was essential that each leader knew that their privacy was protected, including the option to distinguish if and how their names could be used in the NOST media outreach.

Global Institutional Review Board (IRB) Approval Ensuring that survey respondents' privacy was protected was of utmost importance. The Senior Research Team (SRT) staff were certified by a National Institutes of Health course on human subject studies and obtained global IRB approval for the study on May 29, 2021, from IRB Solutions, LLC, USA. The team developed informed consent forms for collecting data consistent with best practices and applicable laws, rules, and regulations of the countries where the survey instrument was intended for distribution: the USA, Nigeria, the Netherlands, Canada, and Brazil. The original NOST questionnaire was drafted in American English, and UAS hired native speakers to render Dutch, French-Canadian, and Brazilian Portuguese translations. The IRB approval specified key elements: anonymization of survey responses protocol, a data steward to remove Personal Identifiable Information (PII) before analysis, permission for OAs to review final survey questions ahead of survey distribution to the appropriate Subsets within their purview, and permission for OAs to exclude certain questions from the surveys they would distribute to their workforce or membership. The protocol also specified that survey questionnaires were to be distributed by OAs using hyperlinks to the OA-tailored web-based survey instrument and would be voluntary to complete, including informed consent, privacy and confidentiality, and anonymity. Several OAs anticipated their workforce's need for a paper survey, so the use of paper surveys was included in the IRB approval. Any modifications to the survey after IRB approval required IRB amendments to be filed and approved.

Survivor Compensation In developing the NOST team, each Lived Experience Expert was paid the same hourly rate as senior researchers, including but limited to survivors who were formally a part of the NOST team and additional research contributors who identified as labor and/or sex trafficking survivors. Survivors who completed the survey were provided with an honorarium. By selecting a payment option from Amazon, VISA, or via VENMO, they provided their email or VENMO account handle to receive a \$25 Visa Gift Card. Several international survivors selected "Other" as a payment option and provided the best method to receive payment.

Payments were sent within 72 hours of completing the survey, with most payments being made within 48 hours. UAS did not materially compensate other Subsets.

Dissemination of Findings The SRT team is committed to disseminating the data collection results to inform current and future counter-trafficking efforts and research that could support improving anti-trafficking efforts.

Sampling Method

Critical aspects of the subject matter influenced the approach to survey sampling. Human trafficking is a complex crime to research. Additionally, as it relates to transportation, the crime is wide-ranging and ever-shifting, with its actors moving across jurisdictions as they traverse the transportation system. There could be no guiding sampling frame - in other words, “no representation of the size of the group being studied or the conditions which define the group.”²¹ Given the varied respondent pool, there was a risk that “different sources use different definitions of trafficking, which make it difficult to compare data across sources.” Within this perspective, we employed crowdsource and snowball sampling. We could not quantify the extent of any sampling error or bias for the entire population, assuming they responded similarly. The sample of respondents was non-random and self-selected because not all potential respondents had an equal opportunity to participate. Where possible, we drafted questions with content that provided some common context and other information to orient the respondent without injecting undue bias.

NOST Distribution Team Development

Collaborative Research Model UAS conceived a Collaborative Research Model (CRM), depicted in (Figure 15, pg. 28).²² The model’s distinctive features include its comprehensive data collection system among different stakeholders on a large scale. The Collaborative Research Model built upon standard research practices and expanded the capacity for completing the project to include more than 120 subject matter experts in diverse fields of expertise (Acknowledgements pg. 3). These experts were selected to comprise the CRM-derived team on the basis that they 1) diversified the expertise across themes and topics, 2) reduced bias and unintentional bias due to the diversity of backgrounds, skills, and beliefs of each individual, or 3) strengthened the outcomes of the research project by eliciting more survey respondents, their views, and voices.

UAS researched multiple lists or publicly available databases, totaling 13,249 contacts, including one paid database of 2,818 managers across multiple modes of transportation. An awareness campaign on a professional social media site commenced to encourage participation. The primary development of this distribution list occurred from late 2020 till early summer 2021. Duplicates were removed, and additional research commenced to add point of contact (POC) information, including email addresses. Initial observations concurred that unless there was an established relationship with the contacts working with UAS or one of its collaborators, response rates from this combined contact list were largely ineffective. A snowball sampling of referrals proved to be the most successful method for building this roster. Initial interviews were conducted with a POC at the transportation agencies who expressed the need for this type of study and had expressed interest in participating. Still, due to the time constraints of obtaining participation approval before the NOST launch, multiple national (and global) transportation agencies requested that they be contacted for a NOST 2.0.

NOST Oversight Agency Collaboration

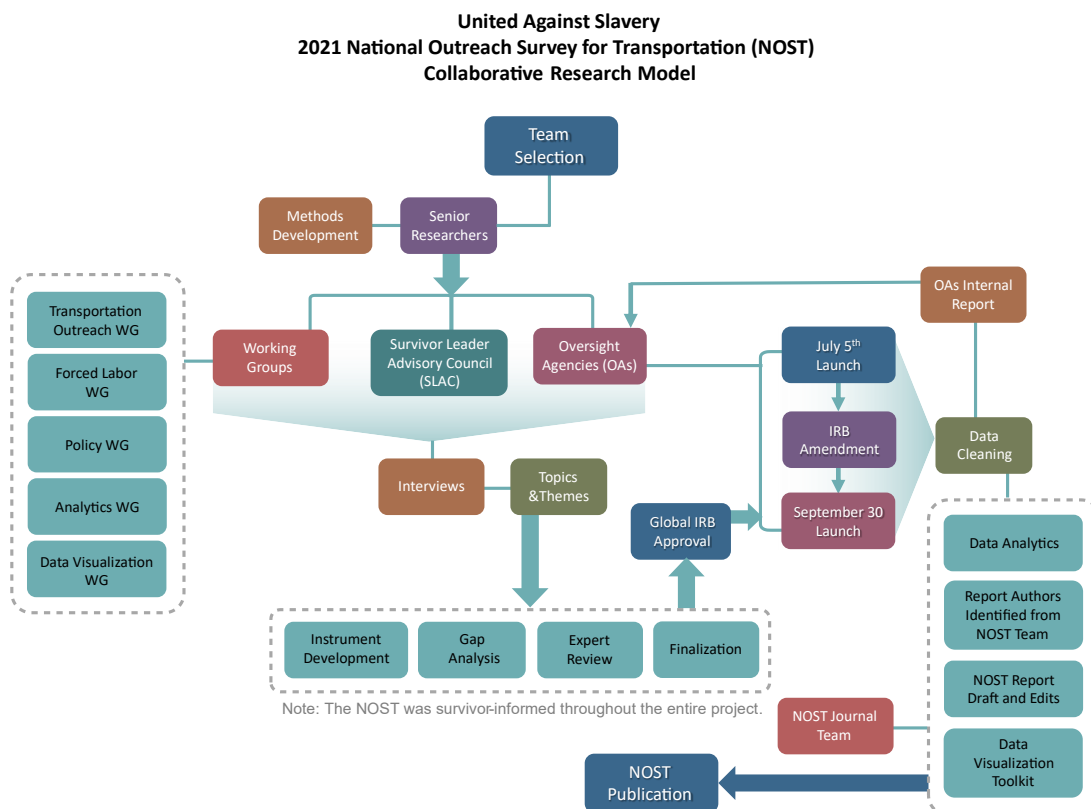
The process for collaborating with OAs was strategic to ensure the NOST comprehensive interdisciplinary research was beneficial for each group. After the OA identified initial interest, they received an Information Sheet about UAS and the NOST. Early on, OAs signed a Memo of Understanding (MOU) to participate; however, after discussing with the newly onboarding OA point of contact, UAS provided a statement of participation via email and requested the remaining OAs to reply with their intent to participate. Through this process, 71 OAs from three countries (United States, Brazil, and The Netherlands) collaborated with UAS and agreed to distribute the survey.

Distribution of the Survey Instrument Because of logistical issues or challenges related to the global COVID-19 pandemic, 54 of the 71 OAs released the NOST to the target respondents within their purviews. Each participating 54 OAs distributed a unique, “custom” web hyperlink tailored for their employees, contractors, or members. UAS instructed all OAs to distribute customized links through their respective internal email systems to prevent potential disclosure of PII.

Given that the transportation sector was beginning its return to normal operations during the summer travel season in mid-2021, and because we aggregated data by Subsets in the data visualizations provided in this report, it may be useful to understand the broad timeframes in which the Subsets took the survey. Subsets within the purview of a given OA completed the surveys in one of two waves, depending on when the OA was initially onboarded into the study. Subsets of the first 46 OAs onboarded completed the survey starting on July 5, 2021, and ending on September 3, 2021. Subsets of the second group of eight OAs completed the survey between November 1 and November 30, 2021. OAs participating in the second launch sought only a 30-day time frame for completing the survey.

As noted, OAs administered the survey by distributing the custom URL linked to the survey to the population they identified to participate within their agency. The questionnaire’s content stated that survey respondents had the right to decline participation. Those who chose to participate could refuse/skip any question they were presented with, except for three “screener questions.”

Figure 15



Data Management, Cleaning, and Analysis

When the survey closed, the data steward on the SRT downloaded data from the Qualtrics survey platform and prepared the survey data for analysis. Upon download of the data file, there were n=4,894 surveys. During data

cleaning, several categories of records were removed: records corresponding to respondents who did not complete the “screening questions” ($n=754$), those who took less than 5 minutes to complete the survey ($n=141$), or those who indicated completing additional surveys after an initial completion (i.e., duplicated surveys, $n=103$). All duplicated surveys were isolated by identifying respondents who reported completing more than a single survey and by identifying duplicate responses across multiple surveys. In the case of those respondents who indicated completing more than one survey, the survey that indicated a duplication was removed. The remaining dataset contained $n=3,896$ surveys for subsequent descriptive analyses.

Among the 634 survey questions, the cleaning process revealed that 69 questions included no data collected, leaving 565 survey questions that included data responses. Participating respondents were asked survey questions relating to their Subset and had the option to answer or skip most survey questions, so there was no definitive conclusion for the absence of data for the 69 survey questions.

Data Limitations

The NOST study team developed and implemented a complex survey, and as such, there are important limitations.

Sampling Bias It is a limitation that this study is not exhaustive for all possible persons in the target populations. Certain population segments may be excluded because the populations of interest are impossible to enumerate. Therefore, the results may only be generalizable to some of the target population. Because complete, validated population data is unavailable, we cannot reliably attempt to qualify the extent of any sampling biases.

The results displayed in this report are only, at *most*, generalizable at the national level to those populations in the countries we targeted for survey distribution. Participation was increased among snowball referrals, leaving a majority of potential OAs unreached. Countries outside of the target countries (USA, Nigeria, the Netherlands, Canada, and Brazil) may experience trafficking entirely differently than the countries for which the NOST was designed; the results of this study should not be interpreted to describe the intersection of transportation and human trafficking worldwide. **Among 3,896 respondents, 96% were in the United States**, so if an equal number of respondents were reached in the other target countries, the data may represent different findings by country.

Another limitation relates to the inability to reach a sample of the survivors of labor and/or sex trafficking that is large enough to represent their diverse experiences, challenges, and recommendations for improvement from those groups. The SRT, survivor-led networks, nonprofits working with survivors, and lived experience experts helped reach a larger population of survivors than is reflected in the final number of respondents in this population ($n=212$). A distinct limitation in seeking both labor and sex trafficking survivors is that the anti-trafficking community has identified more sex trafficking survivors due to ongoing programs targeted to that group (including awareness-raising, education, and outreach opportunities). Labor trafficking survivors are still not fully represented across survivor and nonprofit groups.

That said, it is noteworthy that, in addition to survivors who were exclusively exploited in labor trafficking, some sex trafficking survivors self-identify as labor trafficking survivors, who may define their exploitation as being forced to conduct sex work. Although there are disagreements as to how adult prostitution and sex work are defined, a future follow-up survey question would be to ask a survivor if they consider sex trafficking as a form of labor trafficking and if their response was indicative of that definition. Limitations in reaching the representative proportions of labor and sex trafficking survivors and in reaching proportionally representative sizes among black, indigenous, persons of color (BIPOC), and lesbian, gay, bisexual, transgender, and queer (LGBTQ+) populations could have altered the profile of the data collected and affect generalizations to broader survivor populations.

As discussed, the NOST utilized crowdsourcing and snowball sampling, so a limitation existed in predicting the language translations needed to ensure the participation of workers who spoke another language. Efforts were

made for native speakers to translate the NOST into Dutch, French-Canadian, and Brazilian Portuguese. We recognize that frontline workers across multiple modes of transportation and among human trafficking survivors may not have been able to participate due to a lack of translations. With that same focus, the NOST reached diverse populations; however, the survey did not meet the requirements of the Americans with Disabilities Act (ADA), possibly decreasing participation opportunities for those with various disabilities.²³ Future efforts and funding capacities must seek to meet ADA compliance when administering an online or paper survey.

Targeted Populations Another limitation of this study is possible selection bias. OAs agreeing to participate in this study may have varied reasons for participating in this research, e.g., they may tend to encounter trafficking more often, in diverse ways, or in unique ways. OAs may have a counter-trafficking program in place, or the entity may be a signatory of the U.S. Department of Transportation's Transportation Leaders Against Human Trafficking pledge and wish to have its workforce speak to implementation underway. As a result, our research may have captured different segments of the target population, which may respond systemically differently than if our survey had included all possible transportation agency modes and service providers rather than those self-selecting into our research. Also, the survey was conducted in 2021, at a certain point in time, regarding the calendar date and the maturity of counter-trafficking measures within the transportation sector that year.

Equal Participation Access Generally, within the transportation industry, most survey respondents who participated were frontline workers, in addition to administration and management. Individuals may have had unequal access to participation because certain Subsets might have greater or lesser access to the Internet. For example, those with less internet access may have responded differently to this survey than their more frequently connected counterparts. While some OAs requested and were provided paper surveys, individual survey participants might have needed to be made aware of their ability to obtain and complete a paper-and-pencil survey. Further, respondents who cannot read or write in any of the NOST languages provided were likely isolated from the survey response process. Some OAs requested paper surveys in English, Spanish, and Mandarin Chinese, and these respondents may experience exposure to signs of human trafficking entirely differently from those in other work positions who speak other foreign languages. More generally, paper survey respondents were asked fewer questions since the platform's skip logic was not completely available in the paper survey. In addition, possible non-response biases may arise from the OA Subset roles. For example, some transportation industry respondents may be too busy with their official work duties to respond to the NOST. The absence of responses from them may have altered the distribution of data in NOST results.

While all attempts were made to mitigate instrument and question biases (e.g., using bracketing and external expert review processes), some biases may remain latent and undetected in the NOST questionnaire.

Concluding Thoughts

The NOST is the first-ever comprehensive data collection study among frontline transportation workers, with accompanying viewpoints from victim service providers and survivors of labor and/or sex trafficking. The data may help fill the gap as a missing tool to strengthen counter-trafficking work. Although some limitations exist, the data collected highlights the knowledge, recommendations, and voices of 3,896 individuals, with 82% of 3,632 survey respondents agreeing that the questions asked on the NOST were relevant to combating human trafficking. More work must be done to refine and strengthen the methods of a NOST study. Still, we are thankful for the remarkable, positive feedback already received from transportation entities, victim service providers, Survivor Leaders and Lived Experience Experts.

LIVED EXPERIENCE AND SURVIVOR EXPERT INFORMED

To help identify the intersection between human trafficking and transportation, it was essential to include paid leadership positions for Lived Experience Experts of labor and/or sex trafficking. This best practice aligns with recommendations from the U.S. Advisory Council on Human Trafficking. Lived experience experts' recommendations influenced the NOST's development, implementation, and evaluation.²⁴ They also provided insight into being culturally sensitive to word selection and imagery, which equipped our team to make revisions where needed.

In developing the NOST team, each Lived Experience Expert was paid the same hourly rate as senior researchers, including but not limited to survivors who were formally a part of the NOST team and additional contributors who identified as labor and/or sex trafficking survivors. Part of the senior leadership included a seasoned researcher with lived experience. She provided direction and recommendations throughout the project and authored the survivor chapter in this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking.”*

The NOST included a Survivor Leader Advisory Council (SLAC) that comprised survivors of labor and/or sex trafficking with different races, nationalities, genders and gender identities, and disabilities. Each SLAC member was paid for 10 hours of work on the project, which included email correspondence, phone calls, or webinar interactions. A form was provided to each proposed member of the SLAC team with details regarding their contributions and compensation (Appendix 5A). These contributions influenced survey questions developed for the transportation industry, service providers, and survivors. Survey questions or ideas originating from a survivor are marked as **“Survivor-Informed Question”** or **“Survivor-Informed Topic”** in this report and our dataset. Input was gathered from additional survivors of labor and/or sex trafficking as peer reviewers and were compensated.

Privacy was of utmost importance when working with survivors in developing the NOST. United Against Slavery emailed its existing Survivor Leaders Connect group to invite any member who would like to contribute insight into how transportation intersects with human trafficking. To ensure privacy and receive permission to use their details, UAS provided a digital form for submitting their responses. It also included a section that provided which type of marketing release UAS had with their information. As with other survivor participants, they were compensated for their time (Appendix 6).

Before finalizing the survey instrument, field experts, which included multiple Lived Experience Experts and Human Trafficking Experts, reviewed the questions and provided feedback on the clarity and importance of including each survey question.

Questions were categorized into thematic sections when designing the survivor survey, including during recruitment, exploitation, extraction or escape, and the healing journeys. Although most survey questions in the NOST were optional to answer, we added a survey question at the beginning of each section about whether they would like to answer those questions. Some survivors opted not to complete one or more sections of questions. We did not ask a clarifying question as to why they chose to complete those questions or to skip them. For survivors who also identified as a transportation worker or service provider, they were given the option to complete the custom questions relevant to their professional work if they wanted to answer the survivor questions or both sets of questions. For those who chose to complete the sections listed, the survey included a page with grounding techniques in each section for anyone who may have needed additional support and resources while participating. Each grounding technique resource was reviewed and approved by Lived Experience Experts before the survey's launch.

The NOST included a survey question that asked how long it had been since the survivor exited their trafficking experience (QID_12), and one of the possible answers was “I am still being trafficked.” The survey included logic

(a follow-up question based on a previous response), if anyone selected that they were still being trafficked, it immediately provided resources on the next page that could be accessed to seek help. This process was survivor-informed before launching the NOST. Responses from this survey question included one survivor who selected that they were still being trafficked. Because the NOST was anonymized, the NOST team could not reach the survivor directly and provide further assistance. The immediate survey resources included a link for chat or text support, the National Human Trafficking Hotline number, and a contact number for law enforcement. This survivor's response was removed from the NOST dataset. Survivor safety is of primary importance, and future studies will consist of reviewing this process with Lived Experience Experts and updating it based on those recommendations.

The NOST includes qualitative (open text) responses from survivors, some of which are included throughout this report.

Permission-based testimonials from survivors. Multiple survivors provided testimonials to be used in the NOST report. Each survivor selected whether they wanted their name or a pen name to be attributed to their testimonial. Some survivors requested to remain anonymous. Documentation for each permission was obtained.

In consideration for renumeration survivors who completed the survivor survey, we were advised on the amount to compensate. Before submitting their completed survey, they could select among several payment options. Those payments were made within 72 hours of completing the study. Compensation for completing the survey was only made to those who identified as human trafficking survivors and completed the survivor survey.

Along with other methods such as survey language avoiding triggers and providing off-ramps and the engagement and peer review by Survivor-Experts, our approach to compensating survivors for recording their survey answers helped to implement the six pillars of the Survivor Equity and Inclusion Framework: 1) preparation, 2) compensation, 3) safety planning, 4) support, 5) respecting expertise and 6) sharing power.²⁵ Processes were evaluated throughout the NOST project with our Survivor Leader Advisory Council and other Lived Experience Experts; however, efforts will continue to adhere to the guidelines listed in the Survivor Equity and Inclusion Framework.

Listening to Survivor Voices. From the report's first page until the last (inside each cover) and throughout the report, we include NOST statements from participating survivors, Lived Experience Experts, and Human Trafficking Experts. We hope that the words they share may inspire the transportation industry and the anti-trafficking movement to continue improving counter-trafficking work, as many reflect the impacts felt by those victimized by this crime. Testimonials also show transportation's positive impact on their healing journeys and feeling the freedom to go wherever needed with their own vehicles.

The contributions of each Lived Experience Expert in the NOST were invaluable and greatly appreciated. Their leadership, expertise, and recommendations helped make the NOST what it is today. In future National Outreach Surveys that include survivors of human trafficking, the methods used in the NOST will be refined to continue improving the deliverability of reaching a diverse group of survivors, providing a survivor- and trauma-informed experience for those participating, and exploring distribution methods for collecting data among survivors of all forms of human trafficking.

Concluding Thoughts

Serving in the anti-trafficking community should include a foundation of being survivor- and trauma-informed. It is also essential to pay Lived Experience Experts in leadership positions. In recent years, continued efforts have expanded to be more inclusive of elevating and leading with the voices of those experts, but as a movement, we still have more work to do.



General Opinion: Societal Views About Human Trafficking

By Mary Adams

Increasing public awareness about the risks and signs of human trafficking is essential for an anti-trafficking strategy. Effective public awareness and outreach efforts can lead to the detection of human trafficking cases, build public support for action by governments and communities, and ultimately help prevent human trafficking. *Human trafficking awareness training provides an essential foundation for individuals, first responders, law enforcement, service providers, educators, businesses, and others to recognize the indicators of human trafficking and learn how to respond appropriately.*²⁶

It is essential to distinguish among the various forms of awareness-raising, which range from increasing knowledge about human trafficking to reporting its signs to other calls to action. This chapter categorizes the National Outreach Survey for Transportation (NOST) general opinion responses into Prevention, Prosecution, and Awareness.²⁷ The awareness category in this chapter focuses on awareness of the crime and related knowledge, as distinguished from awareness of signs, which typically falls under Protection; no general opinion survey questions were developed for Protection. Regarding Protection, the NOST asks about justice system operations and other topics, but not pure opinion.

The NOST groups include academia, aviation, law enforcement, maritime, roadway, service provider, survivor, survivor/service provider, and transit. It is important to note that most of the general opinion questions were unrestricted as to job sites. This offers additional insight into the internal awareness of each respondent at home and in the community, state, and nation.

Overall, this chapter's findings and analysis indicate that respondents are more likely to detect and report human trafficking when trained in the workplace rather than in their communities. The good news is that practical steps are being taken to stop modern-day slavery.

Data, Findings, and Analysis

The following subsections provide insight into the survey questions and the corresponding answers, considering both the group as a whole and the group divided into transportation groups by respondent type. Each section presents data and provides a short commentary on the topic that describes the weighting of the question.



Findings can inform training and awareness programs going forward. NOST data suggest certain topics may need more discussion in training, such as what human trafficking is and whom it impacts.

Many victims may not get identified unless specific references are included in anti-trafficking training, e.g., individuals may only look for signs of human trafficking among certain ages, genders, nationalities, or perceived types of human trafficking. NOST data reflect the reality that many people misunderstand what human trafficking is and need greater clarity to help recognize human trafficking among different populations.

We encourage all industries to review the data included in this chapter to evaluate where areas of improvement need to be made in awareness and training programs. Taking one to two minutes to list vulnerable populations could greatly impact who the community identifies as potential human trafficking victims. These lists can increase understanding and ultimately help more victims get recognized and exit their abuse.

The information represents the largest number of aggregated responses from the NOST, averaging over 2,400 responses for the survey questions cited below.

General Awareness of Human Trafficking

Awareness of human trafficking is a phase before Prevention. In this context, the term implies general knowledge or awareness of human trafficking concepts. NOST survey questions on awareness investigated the responders' knowledge and understanding relating to:

- General awareness of human trafficking
- Types of exploitation
- Vulnerability to being trafficked

The following questions were developed to assess the general awareness of human trafficking.

1. Do you consider human trafficking a problem?
2. Do you agree that only discussing one form of human trafficking can hurt finding victims of all forms of trafficking?
3. Do you believe human trafficking increases during sports events?

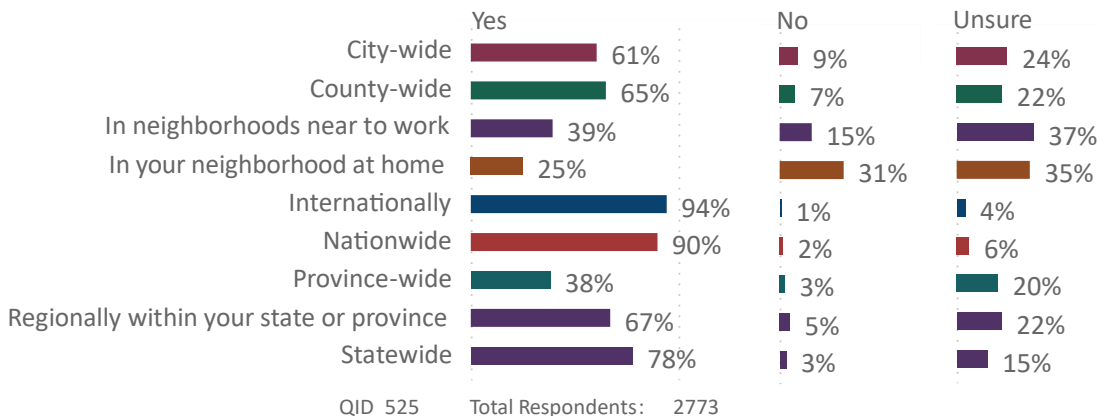
Data, findings, and analyses per question are described below.

Do you consider human trafficking a problem? This question focused on general awareness of human trafficking based on locales: city-wide, county, a neighborhood close to work, in-home settings, internationally, nationally, provincially, regionally within a state, and statewide (n=2,773, Figure 16, pg. 36).

- Overall, 94% of respondents considered human trafficking a problem internationally. One percent did not think it was a problem internationally, and 4% were unsure.
- Ninety percent felt like it was a problem nationally.
- Approximately 67% of the respondents considered human trafficking a problem in regional locations within their state or province.
- Thirty-nine percent cited human trafficking as a problem near their work location.
- Just 25% felt that human trafficking was a problem near their homes.

Figure 16

Do you consider human trafficking a problem?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Human trafficking is a global phenomenon in every country, including the United States. Most people may not spend time thinking about this human rights issue. Some may see it as irrelevant to their everyday lives; however, remember that while it may not be a reality for each person, it is a valid concern for millions. Anyone can experience trafficking in any community, just as anyone can be a victim.

The 2023 Trafficking in Persons Report notes that over the past five years, human trafficking cases have been reported in all 50 states and the District of Columbia.²⁸ The National Human Trafficking Hotline received “51,073 substantive 3 phone calls, text, Webchats, emails, or online tip reports nationwide in 2021,”²⁹ the most recent year for which data has been released as this report went into production. “Substantive signals excludes hang-ups, wrong numbers, missed signals and signals in which the Hotline could not determine the signaler’s reason for contacting the Hotline.”³⁰ Their data shows that California, Texas, and Florida are the top three states with the most human trafficking cases reported.

Because the NOST data are anonymized, a deeper analysis of a respondent’s characterization of the human trafficking problem may not be revealing. Still, it may be possible to analyze it by their self-reported role in the sector.

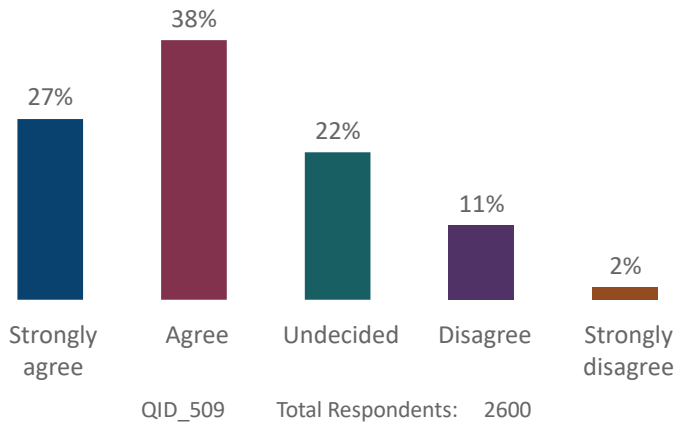
The lowest number of respondents, 25%, consider human trafficking a problem in their neighborhood at home, while 39% of respondents consider human trafficking a problem in their neighborhood at work. Because most people associate human trafficking with sexual exploitation, other types of exploitation, such as domestic servitude and labor trafficking, remain unnoticed.

Do you agree that only discussing one form of human trafficking can hurt finding victims of all forms of trafficking (n=2,600, Figure 17, pg. 37)?

- Overall, 65% of the respondents agreed that discussing only one form of human trafficking can hurt finding victims of other forms of exploitation. Within this group, 27% felt very strongly that all forms of exploitation should be discussed.
- Twenty-two percent were undecided.
- Thirteen percent of respondents disagreed that discussing only one form of human trafficking would negatively impact awareness. Of this group, only 2% strongly disagreed.

Figure 17

To what extent do you agree or disagree with this statement, "Only discussing one form of human trafficking can have a negative impact on finding victims of all forms of human trafficking."



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

"Trafficking in persons," "human trafficking," and "modern slavery" are umbrella terms, often used interchangeably, to refer to crimes when traffickers exploit and profit at the expense of adults and children. The U.S. government recognizes two primary forms of trafficking in persons: forced labor and sex trafficking.³¹ While not recognized as one of the two primary forms of trafficking in persons in the U.S., other types of trafficking in persons include forced marriages, sex tourism, debt bondage, domestic servitude, forced begging, forced criminality, and organ harvesting.³² In developing countries, child soldiering is also included. Although the perceived negative impact was not disclosed, most responders seem to support an all-inclusive awareness raising on all types of exploitation.

Survivors and service providers accounted for 7% of respondents. Within this group, 74% strongly agreed that only discussing one form of human trafficking can have a negative impact on finding victims of other forms of exploitation.

Do you believe human trafficking increases during sports events (n=2,835 Figure 18, pg. 38)?

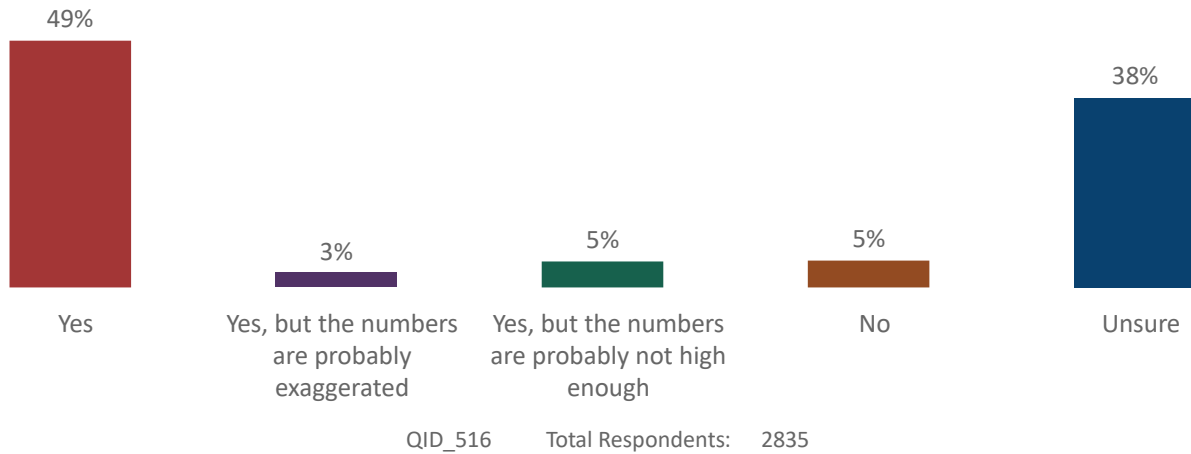
- Fifty-seven percent of the responder base agreed that human trafficking increases during sports events. Within this group, 5% felt that more trafficking occurred than was reported. Three percent of the remainder of the respondents agreed that trafficking occurs, but they considered the number of occurrences to be exaggerated.
- Thirty-eight percent of the responder base were unsure if human trafficking increases during sports events.
- Approximately 5% of the responder base disagreed that human trafficking increases during sports events. This percentage includes approximately 10% of every group except Academia. Intermodal and Service Providers rated the highest degrees of dissent.

Human trafficking is a hidden crime, making accurate numbers of trafficking incidents challenging to determine. NOST survivor data and other studies consider whether increased demand for commercial sex services or forced labor exists in a community hosting large sporting events in the U.S. Such events may include the Super Bowl, World Series, NBA and NHL playoffs, professional golf tournaments, horse races, college sports, and NCAA playoff events.³³ International sporting events, including the Summer and Winter Olympics and FIFA World Cup Soccer, also raise questions about whether they increase demand for commercial sex and labor exploitation,

especially with the construction of sports venues.³⁴ Unfortunately, trafficking may occur not only in the arenas but also in the field itself. The trafficking of migrant athletes, often children, in sports is a growing problem across the global sports industry. Brackenridge states, *“Trafficking in the context of sport involves the sale of child athletes, usually across national boundaries and for profit. This has been described as a new form of child slavery that leaves players in a precarious legal position”*.³⁵

Figure 18

Do you believe human trafficking increases during sports -related events?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Transportation to and from large sports events involves specific transportation groups. Key industries include aviation, transit, and roadway. On average, 48% of the responders from these modes agreed that trafficking increases during sports events, but 45% were unsure. This state of knowledge highlights the need to raise awareness in transportation groups whose operations include supplying sporting events and transporting passengers to/from events.

Law enforcement awareness is a critical success factor for interventions. Sixty-four percent of 283 law enforcement respondents agreed that human trafficking increases during sports events. That also means that 35% either disagreed or were unsure. NOST expands upon this discussion in the survivor chapter, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* which includes a response from survivors who answered more detailed questions about the type of sporting events involved and the type of trafficking occurring at those events.

Types of Exploitation

1. How many forms of human trafficking can you identify?
2. How confident do you know the difference between human smuggling and human trafficking?
3. Can labor exploitation exist without being trafficked (forced labor)?
4. What do you think is the most common form of human trafficking in your community?

Data, findings, and analyses per question are described below.

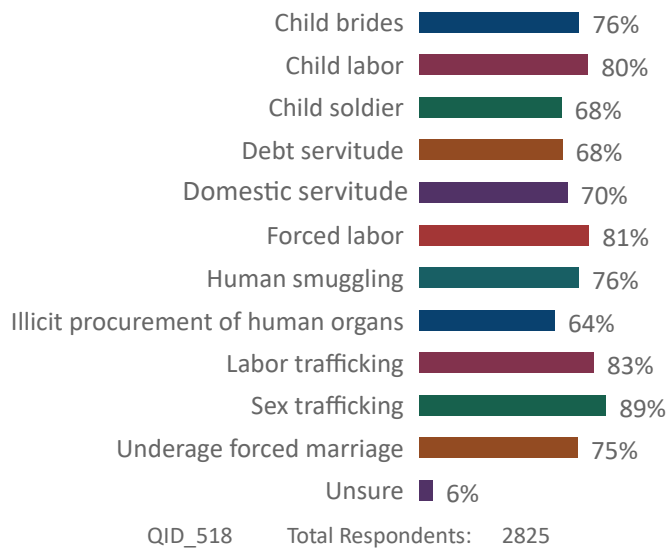
How many forms of human trafficking can you identify? This question provided respondents with the following potential exploitation types: Sex trafficking, Labor trafficking, Forced labor, Child labor, Child brides, Human smuggling, Underage forced marriage, Domestic servitude, Debt servitude, Child soldier, and Illicit procurement of human organs. Human smuggling was included in this representation to identify if the respondents consider

smuggling as a form of human trafficking. The findings show that most responses were evenly distributed throughout the NOST groups ($n=2,825$, Figure 19).

- Overall, 89% of results show that sex trafficking is the best-known human trafficking.
- The topic of labor exploitation is present in labor trafficking (83%), forced labor (81%), child labor (80%), and debt servitude (68%).
- Child brides and underage marriage refer to any formal union where one or both people are under 18 years old. Over 75% percent of respondents identified these as forms of human trafficking.
- Human smuggling was considered a form of human trafficking (76%).
- Just over 6% of respondents were unsure of any form of human trafficking.

Figure 19

Please identify which of the following are forms of human trafficking. Select all that apply.



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

The Trafficking Victim’s Protection Act of 2000 (TVPA) defines sex trafficking as the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for a commercial sex act, in which the commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.³⁶ Sex trafficking has the most public awareness in the U.S.³⁷ The survey findings support this statistic.

Labor trafficking can be debt bondage, forced labor, and child labor. This crime is likely in agriculture, domestic work, restaurants, cleaning services, fishing, and garment industries. Debt servitude or bondage occurs when a person is forced to work to pay off a debt. Usually, the “employer” makes it impossible for a victim to pay the debt by charging exorbitant fees that add up more quickly than they can be paid off.

*Child labor refers to work done by someone between the ages of 5 and 17 that prevents them from attending school or harms their physical or mental development. This kind of work is often illegal or hazardous, exploiting the vulnerability of children.*³⁸ By an almost even distribution, the various respondent groups were aware of these different types of labor exploitation, signifying progress has been made in general awareness.

Although child marriage has been deemed a “human rights abuse” by the U.S. State Department, each state in the U.S. has the authority to set standards. As such, 45 states allow girls under 18 to wed. Nine states have no

minimum age standard, with girls as young as 10 legally married.³⁹ With 18% of the respondents aware of child brides and forced marriages, there is insufficient demographic information to determine trafficking awareness or cultural sensitivity.

Child soldiering is a manifestation of human trafficking when it involves the unlawful recruitment or use of children—through force, fraud, or coercion—by armed forces as combatants or other forms of labor.⁴⁰ There are an estimated 250,000 child soldiers in the world today in at least 20 countries.⁴¹ In the U.S., one must be over 17 years of age to enlist in any active military branch. The overall respondent awareness of 8% for child soldiering represents a growing knowledge of warfare in developing countries. The U.S. introduced the Child Soldiers Prevention Act, which aims to prohibit foreign governments from receiving U.S. weapons and military assistance if they use child soldiers in their militaries or government-supported armed groups.⁴²

Organ trafficking is the sale and purchase of human organs for transplantation and is a widespread crime. Estimates put the worldwide number of commercial transplantations involving organ payment at about 10,000 annually, roughly 10% of all transplantations.⁴³ The organ trade typically occurs in developing countries with advanced hospitals offering transplant services. Countries such as India, Pakistan, the Philippines, Egypt, and China are becoming a hub of commercial transplants. The recipients are from more affluent clientele in East Asia, the Middle East, and the U.S.⁴⁴ The respondents' awareness of organ trafficking was 7.6%; however, this data does not account for media awareness or awareness that the U.S. may be active in receiving trafficked organs.

Nine percent of the respondents selected human smuggling as a type of exploitation. Human trafficking and human smuggling are often confused. The two crimes are very different, and it is critical to understand their differences. Human smuggling involves providing a service (typically transportation or fraudulent documents) to an individual who voluntarily seeks to gain illegal entry into a foreign country.⁴⁵ Smuggling does not involve coercion. Traffickers use force, fraud, or coercion to get someone to sell sex or work in exploitative conditions. Trafficking, unlike smuggling, does not necessarily involve movement or transportation.

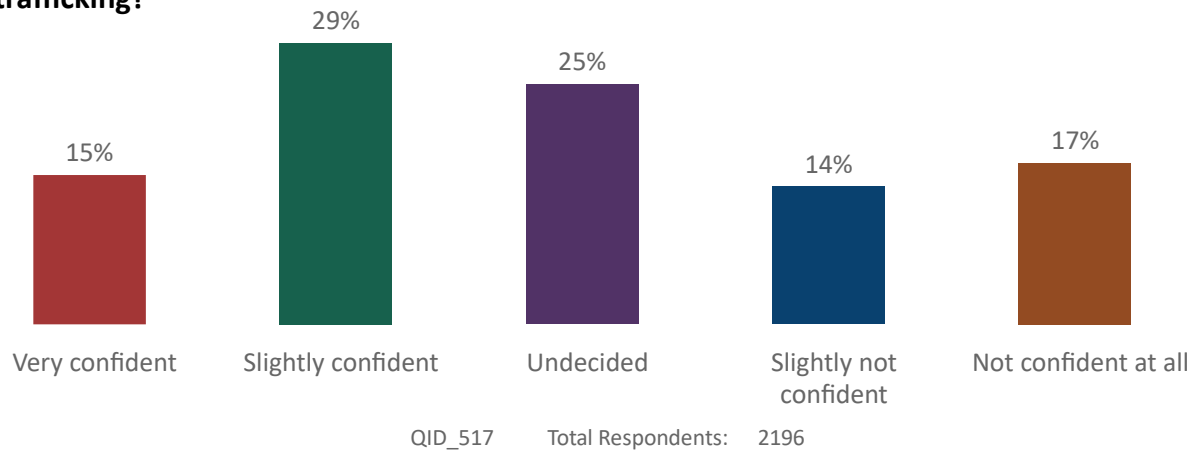
DHS ICE training and other training providers raise awareness on how to differentiate between smuggling and exploitation, likely due in part to the active smuggling networks at the border and into the interior of the U.S.

How confident are you in knowing the difference between human smuggling and human trafficking (n=2,196, Figure 20, pg. 41)?

- Forty-four percent of the entire respondent base felt confident that they understood the difference between human smuggling and human trafficking. Among the 44%, 15% were very confident with their understanding.
- Thirty-one percent of the entire respondent base did not feel confident they understood the difference between human smuggling and human trafficking. Among the 31%, 17% were not at all confident with the difference.
- Twenty-five percent were undecided.

Figure 20

How confident are you in knowing the difference between human smuggling and human trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Criminals transporting people as cargo employ many modes to move their victims. The diversity of transport methods may include control over one or more individuals at an airport and trapping people in the back of trucks or inside containers. The worst human smuggling case in U.S. history occurred in 2022, when 50 adults and three children died in the back of a semi-truck because of a human smuggling operation. Initial reports in different media outlets indicated that it was a human trafficking case, illustrating the general confusion over definitions of these two crimes. The loss of life was tragic for every family impacted, and two men were indicted because of this smuggling operation.⁴⁶

For the transportation industry, awareness of the signs of human trafficking and the ability to report odd situations can disrupt the trafficking process and mean life or death for the victims. According to the NOST data, half the transportation workers were either unsure or not confident that they understood the difference between human smuggling and human trafficking.

Law Enforcement responders had a split of 55% of officers being confident and 44% being unsure or unconfident that they understood the difference between human smuggling and human trafficking.

Can labor exploitation exist without being labor trafficking (forced labor) (n=2,840, Figure 21, pg. 43)?

- Eighty-seven percent of the overall respondents answered true: labor exploitation can exist without being labor trafficking.
- Thirteen percent of the overall respondents answered false: labor exploitation cannot exist without being labor trafficking

In the U.S., the Trafficking Victims Protection Act of 2000 (TVPA) defines labor trafficking as *the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for subjection to involuntary servitude, peonage, debt bondage or slavery.*⁴⁷ Labor violations could include paying wages below the required minimum wage, nonpayment of overtime wages, illegal deductions from workers' pay, and misclassifying workers for tax purposes.⁴⁸

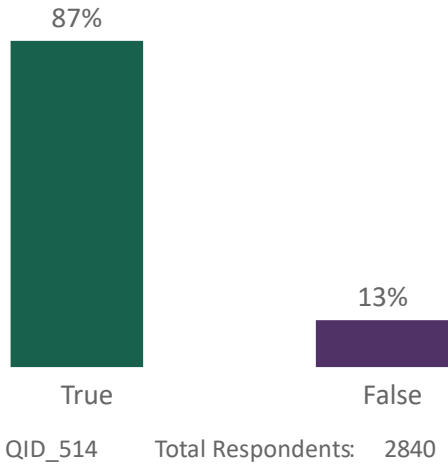
What do you think is the most common form of human trafficking in your community? This question provided the following list of exploitation types: Adult sex trafficking, Child sex trafficking, Labor trafficking, Forced labor, Domestic servitude, Bride trafficking, and Organ trafficking (n=2,187, Figure 22, pg. 43).

- Sexual exploitation is when someone is deceived, coerced, or forced into participating in sexual activity. Any commercial sex act with a minor, regardless of consent, is sex trafficking. Of the respondents, 56% felt that sex trafficking was common in their communities. Of these, 32% said the victims were adults, and 24% said that the victims were children.
- Labor trafficking can refer to situations where people are coerced to work for little or no payment, often under threat of punishment. Twelve percent of the respondents felt that labor trafficking was common in their communities. Of these, 8% cited labor trafficking, and 4% cited forced labor.
- A domestic worker is defined by the Department of State *as a crime in which a domestic worker is not free to leave his or her employment and is abused or underpaid if paid at all.*⁴⁹ This arrangement becomes exploitative when there are restrictions on the domestic workers' movement, forcing them to work long hours for little pay. They may also suffer physical and sexual abuse. 3% of the respondents felt domestic servitude was common in their communities.
- Bride trafficking is a different form of trafficking. Women and children are sold into marriage against their wishes. The traffickers pretend to be marriage brokers or intermediaries for families in distant areas. One percent considered bride trafficking as standard in their communities.
- Trafficking in organs involves removing a part of the body, commonly the kidneys or a liver lobe, to sell, often as an illegal trade. Only 1% of the respondents considered this trafficking common in their communities.
- Twenty-five percent stated that they were unsure of exploitation in their communities.



Figure 21

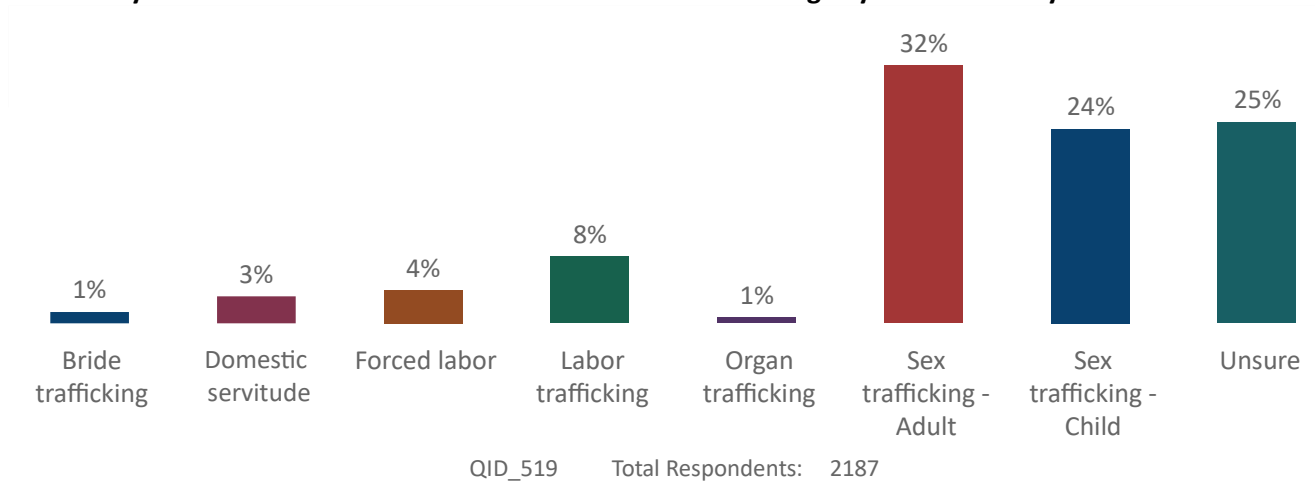
True or False: Labor exploitation can exist without being labor trafficking (forced labor).



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 22

What do you think is the most common form of human trafficking in your community ?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Sex and labor exploitation are better understood and communicated within the media, which could contribute to higher general awareness. Domestic servitude is often a hidden crime in middle-class, upper-middle-class, and wealthy neighborhoods. With only 3% of the respondents referencing that form of human trafficking, this low figure could signal that education is needed.

Bride and organ trafficking received the least responses, with only 2% awareness from the respondents. These types of exploitation are less understood and reported.

Vulnerability to Being Trafficked

1. Which population do you think is trafficked in your community?
2. Which genders are vulnerable to sex trafficking?
3. Which age group is more vulnerable to being recruited into sex trafficking?
4. Which genders are vulnerable to labor trafficking?
5. Which age group is more vulnerable to being recruited into labor trafficking?

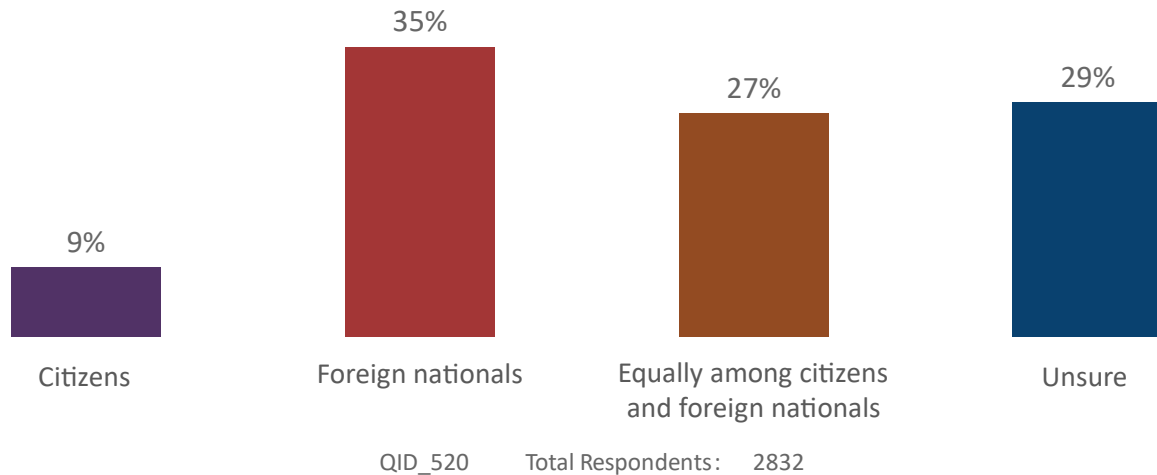
Which population do you think is trafficked in your community? The options presented to respondents in this survey question were foreign nationals, citizens, or equal between foreign nationals and citizens ($n=2,832$, Figure 23).

- Foreign nationals captured 35% of the overall respondents' selections, and citizens represented 9%
- Twenty-seven percent indicated that it was equal among foreign nationals and citizens
- Twenty-nine percent were unsure of which population is trafficked in their community.

Overall, the NOST groups responded with a similar distribution pattern of answers, with foreign nationals often cited as the population trafficked in their communities. Some have said that in the U.S., victims of trafficking are almost exclusively immigrants and primarily immigrant women.⁵⁰ However, victims of human trafficking can be U.S. citizens, Lawful Permanent Residents (LPRs), or foreign nationals in urban, suburban, and rural areas.⁵¹ *There is no single profile of a trafficking victim. Victims of human trafficking can be anyone, regardless of race, color, national origin, disability, religion, age, gender, sexual orientation, gender identity, socioeconomic status, education level, or citizenship status.*⁵²

Figure 23

Which population do you think is trafficked more in your community?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Polaris is taking a closer look into the sex trafficking of U.S. citizen victims. A 2019 report⁵³ states:

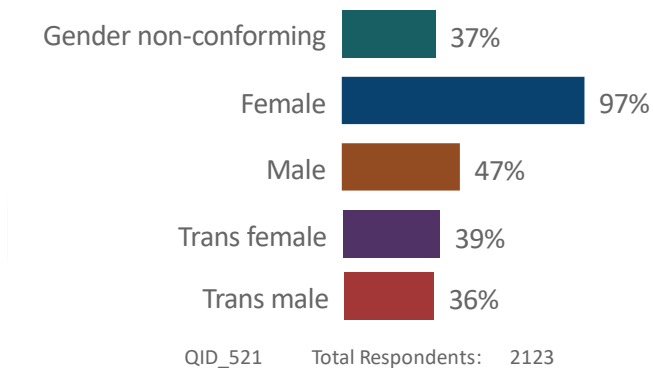
While the prevalence of sex trafficking in the United States is still unknown, we do know that women, children, and men are being sold for sex against their will in cities and towns in all 50 states. A shocking number of these victims are citizens of the United States.

Which genders are vulnerable to sex trafficking? Gender selection for this question included female, male, trans female, gender non-conforming, and trans male. Respondents could select multiple answers ($n=2,123$, Figure 24).

- Most respondents selected females as the gender most vulnerable to sex trafficking (97%).
- Forty-seven percent of the respondents selected males.
- Thirty-nine percent selected trans females as vulnerable to sex trafficking.
- Thirty-seven percent selected gender non-conforming as vulnerable to sex trafficking.
- Thirty-six percent selected trans males as vulnerable to sex trafficking.

Figure 24

**Which gender(s) is vulnerable to sex trafficking?
Select all that apply.**



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

All NOST groups showed a similar distribution pattern in responses. There are no definitive data to detail the number of trafficking or commercially sexually exploited victims in the U.S., so a true comparative analysis is impossible. Although the 2021 Global Estimates of Modern Slavery do not provide an estimate of trafficking victims in the U.S., estimates do concur that there are around 49.6 million victims of human trafficking around the globe, which reflects an increase of more than 23% from the 2016 Global Estimate of Modern Slavery Report.⁵⁴ As NOST respondents considered victims' genders, females were listed as the most vulnerable to sex trafficking (97%), followed by males (47%), trans females (39%), gender non-confirming (37%), and trans males (36%).

In 2016, a Department of Justice-commissioned study, "Youth Involvement in the Sex Trade," found that boys comprise about 36% of child trafficking victims caught up in the U.S. sex industry (about 60% are female, and less than 5% were transgender males and females).⁵⁵ We often associate men and boys as buyers of women and girls trafficked into the sex trade, but there is a risk in solely imagining these gendered stereotypes. In 2020, boys made up 7% of child sex trafficking victims reported to the National Center for Missing and Exploited Children. Also, 78% of reports regarding online enticement involved girls, 15% involved boys, in 8% of reports, the child's gender could not be determined.⁵⁶

The National Human Trafficking Resource Center hotline identified more than 24,000 cases of human trafficking in the U.S. from 2012 to September 2016. Of those, 13% or more than 3,000 were men.⁵⁷ In 2016, a federal study found that a third of male youths experiencing homelessness said they traded sex for something of value, putting their number in the thousands nationwide on any given night.⁵⁸

Which age group is more vulnerable to being recruited into sex trafficking? The NOST listed the following answer options: children are more vulnerable than adults, both are equally vulnerable, and adults are more vulnerable than children ($n=2,580$, Figure 25, pg. 47).

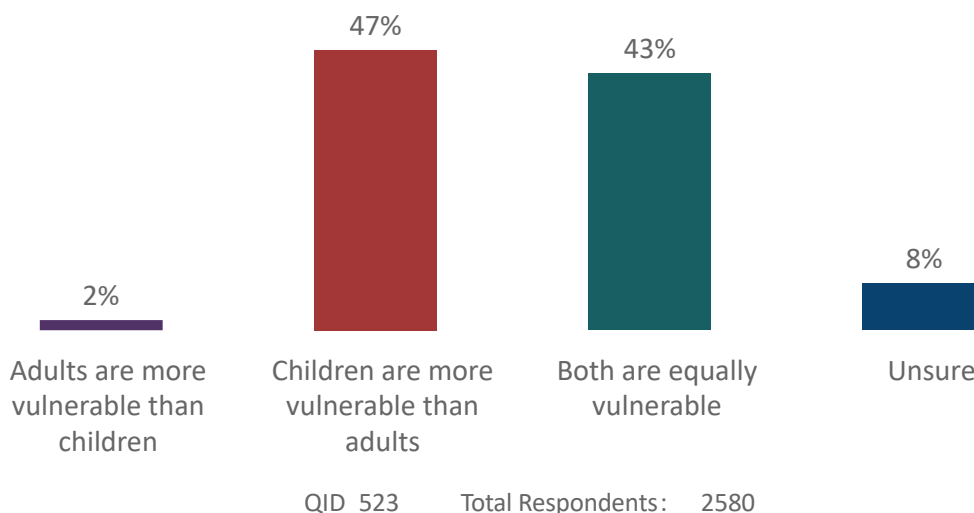
- Forty-seven percent of the respondents considered children as more vulnerable to sex trafficking than adults.
- Forty-three percent believed that adults and children were equally vulnerable to sex trafficking.
- Just under 2% answered that only adults were vulnerable to sex trafficking.
- Eight percent of responders were unsure about age groups.

All respondent groups showed a similar distribution pattern in responses. It is estimated that 15,000 to 50,000 women and children are forced into sex trafficking annually in the U.S. The total number varies dramatically among experts, as it is difficult to research.⁵⁹

The United Nations Office on Drugs and Crime 2020 report states that 2018 global findings confirm a 15-year trend of younger people being detected as victims.⁶⁰ Adult women are becoming, in proportion, less commonly detected, and the number of children has increased to over 30% of detected victims. The number of boys detected has risen significantly when compared to girls. In 2018, 51.6% of active human trafficking cases in the U.S. involved children.⁶¹ In the U.S., the average age of child sexually exploited victims is 12-14 years old, although freed children have been as young as three years old.⁶² Current NOST data (QID_322) in the survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* indicated some were less than one year old when first being exploited.

Figure 25

Which age group is more vulnerable to being recruited into sex trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Which genders are vulnerable to labor trafficking? Answer options for this question included female, male, trans female, gender non-conforming, and trans male (n=1,948, Figure 26, pg. 48).

- There was almost an even split in perceived male (77%) and female (76%) vulnerability to labor trafficking.
- Thirty-nine percent selected gender non-conforming as vulnerable to labor trafficking. This category does not include transgender individuals.
- Thirty-five percent felt that trans females were vulnerable to labor trafficking, while 34% perceived the vulnerability of trans males.

All groups showed a similar distribution pattern in responses. Trafficking for forced labor accounts for about 38 percent of the total trafficking cases detected globally in 2018. Most detected victims that were trafficked for forced labor are adult men. Adult women account for about one-fourth of this figure.⁶³

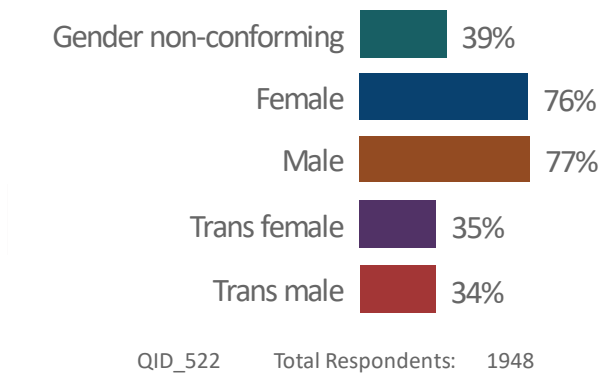
Most of the research on LGBTQI+ *persons' vulnerability to trafficking persons has been conducted in North America and, to a lesser extent, in Europe and Latin America.*⁶⁴ Although data is limited on transgender/non-conforming, the Counter-Trafficking Data Collaborative cites 14% as vulnerable to labor trafficking.⁶⁵ LGBTQI+ identity increases their vulnerability, as they are often marginalized in society and may be ostracized by relatives who may force them out of their homes. This combination of circumstances appeals to traffickers who seek persons in marginalized groups who are less protected and, therefore, likely to be vulnerable.⁶⁶

Which age group is more vulnerable to being recruited into labor trafficking? The survey listed the following options: children are more vulnerable than adults, both are equally vulnerable, and adults are more vulnerable than children (n=1,940, Figure 27, pg. 48).

- Twenty-four percent of the respondents considered children more vulnerable than adults to labor trafficking.
- Fifty-two percent believed that both adults and children were equally vulnerable to labor trafficking.
- Fourteen percent answered that only adults were vulnerable to labor trafficking.
- Nine percent of responders were unsure about age groups.

Figure 26

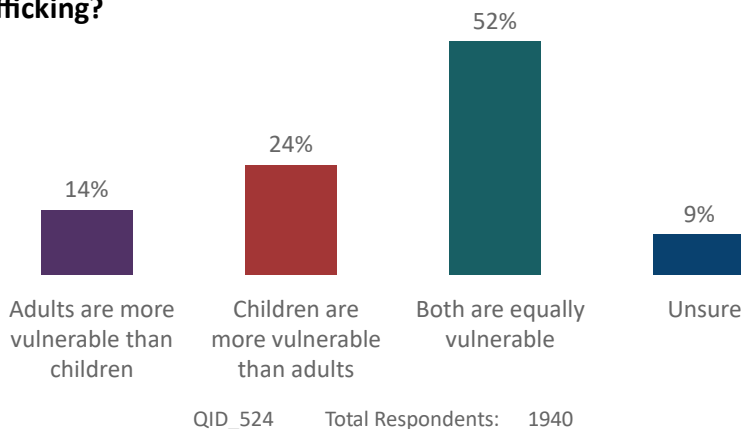
Which gender(s) is vulnerable to labor trafficking? Select all that apply.



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 27

Which age group is more vulnerable to being recruited into labor trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

All respondent groups, largely U.S.-based, showed a similar response distribution pattern. The sex and age profiles of detected victims of trafficking for forced labor relate to the types of employment where victims are exploited. Each sector presents different trafficking patterns in terms of victim profile.

Prevention

Prevention is taking awareness to the next step and developing campaigns and programs, disseminating educational materials to vulnerable populations and the public, training for professionals, and other methods. The following questions were designed to address the prevention of human trafficking.

1. Do you have a resource card with signs of human trafficking?
2. Do you support license restrictions for transport operators acting as facilitators in human trafficking?
3. Do you agree that consumer demand for low-priced products should include a demand for clean supply chains?

4. What steps should be taken to encourage companies to use products free from forced labor in their supply chains?

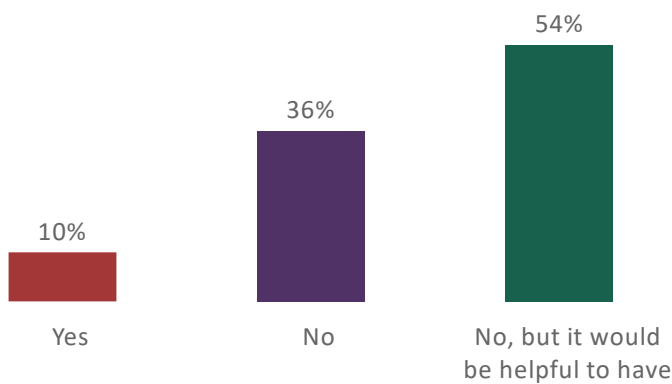
Do you have a resource card that includes signs of human trafficking? A resource card is a handy reference material in a wallet, pocket, or glove compartment. Many resource cards explain the difference between trafficking and smuggling, list common indicators of trafficking, and provide information on reporting suspected trafficking (n=2,822, Figure 28, pg. 49).

- Ten percent possessed a resource card with signs of human trafficking.
- Thirty-six percent did not have a resource card.
- Fifty-four percent indicated they would like a resource card despite not having one currently.

Truckers Against Trafficking (TAT), the U.S. Department of Transportation’s (USDOT) Transportation Leaders Against Human Trafficking (TLAHT) program, DHS’s Blue Campaign,⁶⁷ and other organizations have a wide variety of human trafficking awareness materials to help educate the public to recognize indicators of trafficking and report suspected incidents. All respondent groups that possessed resource cards were represented in the 10% who possessed them; when reviewed by subgroups, aviation, roadway, and law enforcement had slightly higher card usage than the others. Maritime and other support industries had minimal resource card usage.

Figure 28

Do you have a resource card (e.g., wallet card) that includes signs of human trafficking?



QID_231 Total Respondents: 2822

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Transportation companies can provide awareness-raising tools to their frontline workers. Yearly reviews would ensure that employees and contractors receive updated information about how to identify signs of human trafficking. Providing this pocket tool annually or semi-annually also replaces damaged or misplaced resource cards among workers.

Do you support license restrictions for transport operators acting as facilitators in human trafficking? Suppose a driver holding a Commercial Driver’s License (CDL) is convicted of a felony for knowingly transporting people for purposes of human trafficking. The “No Human Trafficking on Our Roads Act” prohibits an individual from operating a CMV for life if that individual uses a CMV in committing a felony involving a severe form of human trafficking.⁶⁸ This question addressed introducing a similar law for other license holders and operators who knowingly facilitate human trafficking (n=2,333, Figure 29, pg. 51).

- An average of 87% of the respondents supported similar license restrictions in other transportation modes.

- An average of 3% did not support similar license restrictions in other transportation modes.
- An average of 9% were unsure about license restrictions.

Within the non-transportation respondent groups, survivors, service providers, and service providers/survivors were the largest bloc that disagreed with license restrictions. That result is interesting and may merit further research into why this sentiment existed. There may be a propensity in these respondent groups to try to mitigate uncertainty or vulnerability, or they may believe survivors of trafficking could have criminal records stemming from their years at the hand of a trafficker, and such a restriction may unduly compromise the ability to secure a license that supports gainful employment.

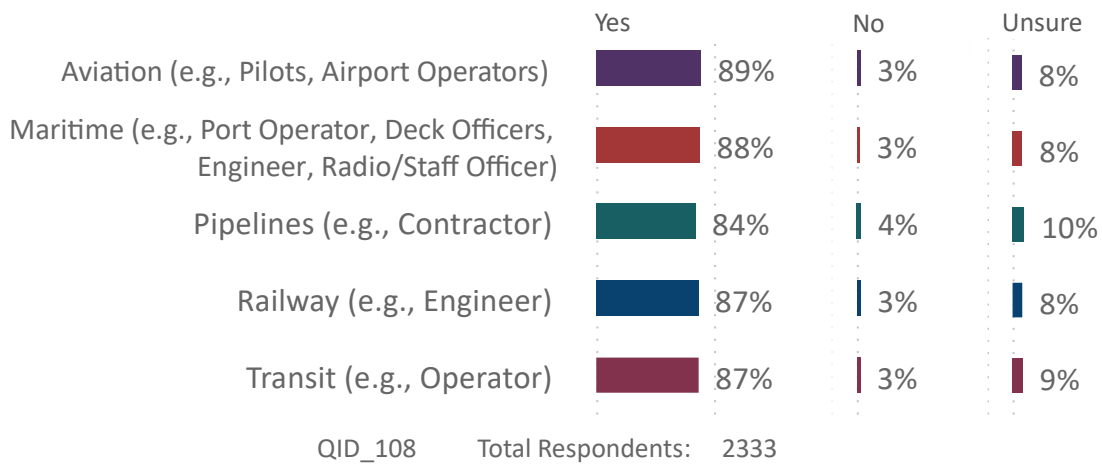
The support for license restrictions based on felony convictions in human trafficking crimes included aviation (Pilots, Airport Operators), maritime (Port Operator, Deck Officers, Engineer, Radio/Staff Officers), pipelines (Contractors), railway (Engineers), and transit (Operators).

Do you agree that consumer demand for low-priced products should include a demand for clean supply chains (n=2,186, Figure 30, pg. 51)?

- Eighty percent of the respondents agreed that consumers should demand clean supply chains, i.e., ones clear of forced labor; those who strongly agreed within this group comprised 47% of all respondents.
- Sixteen percent were undecided.
- Four percent disagreed that consumers should demand clean supply chains; within this group, 1% strongly disagreed.

Figure 29

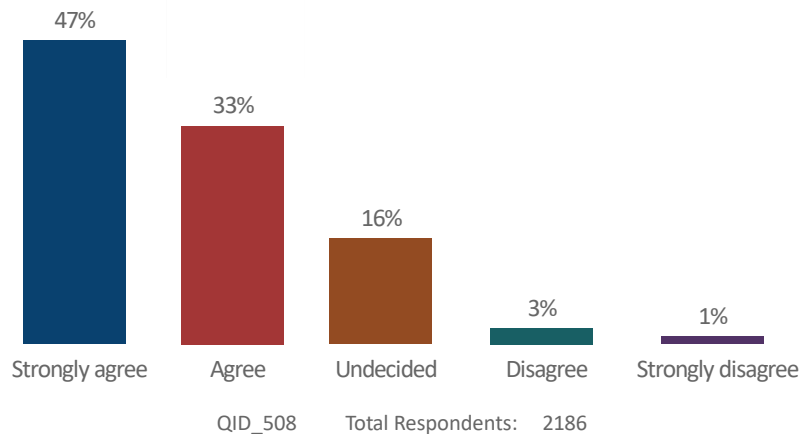
Currently, if a CDL driver is convicted of a felony for knowingly transporting people for purposes of human trafficking, they are banned from having a CDL license again. Do you support the introduction of a similar law for license holders and operators in the following modes of transportation who knowingly facilitate human trafficking? Select all that apply.



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment. The “No Human Trafficking on Our Roads Act” prohibits an individual from operating a CMV for life if that individual uses a CMV in committing a felony involving a severe form of human trafficking. (Source: Federal Registry: Lifetime Disqualification for Human Trafficking, A Rule by the Federal Motor Carrier Safety Administration on 07/23/2019)

Figure 30

To what extent do you agree or disagree with this statement, "The demand for lower cost products by consumers should also include a demand for companies to avoid using forced labor in their supply chain."



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Few people want to buy products that involve the exploitation or enslavement of the workers who make them, but that’s precisely what most of us do every day. *Human trafficking in supply chains is a global issue caused by globalization, complex supply chains, and a lack of transparency that has increasingly gained attention over the past several years.*⁶⁹ Outsourcing goods and services to countries with lower labor standards than the U.S. has traditionally been one of the ways that companies decrease production costs.⁷⁰ This leaves many businesses at

risk of contributing to forced labor practices abroad, particularly those with global supply chains. Companies in the U.S. are vulnerable to supply chain risks in domestic markets and when they have an international presence.

This topic area raises important questions: how responsible are consumers for the instances of human trafficking directly connected to our consumption, and what role should consumers play in reducing the demand and supply of products and services made by exploited workers?

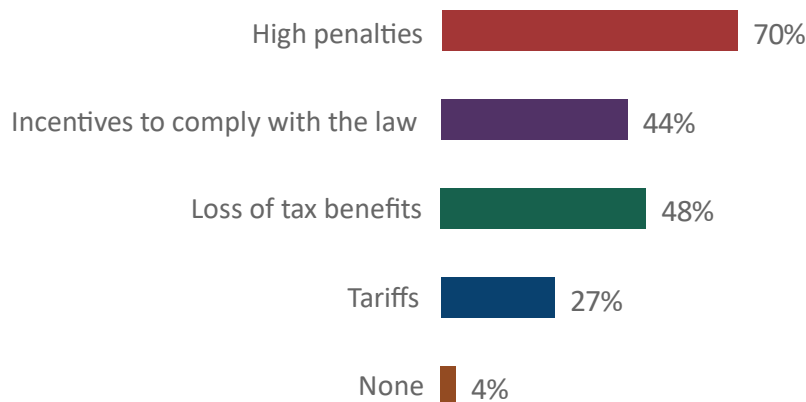
What steps should be taken to encourage companies to use products free from forced labor in their supply chains?

Respondents could select multiple options: high penalties, loss of tax benefits, the incentive to comply with the law, and tariffs (n=1,766, Figure 31).

- Seventy percent of the respondents felt that high penalties should be assessed if human trafficking were found in a company’s supply chain.
- Forty-eight percent of the respondents thought companies with human trafficking in their supply chains should not receive tax benefits.
- Forty-four percent of the respondents thought companies should have incentives to comply with the law.
- Twenty-seven percent of the respondents felt that tariffs should be assessed if human trafficking was found in a company’s supply chain.
- Four percent indicated that no steps should be taken.

Figure 31

What steps should be taken to encourage companies to use products free from forced labor in their supply chain? Select all that apply.



QID_527 Total Respondents: 1766

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

All respondent groups showed a similar distribution pattern in responses. Regulatory and compliance in the private sector rely on policies and legislation by the government to address and monitor labor trafficking. The Global Slavery Index assesses governments on a range of indicators of good practices, including what they are doing to stop the sourcing of goods or services linked to modern slavery.⁷¹

Results from a 2015 report about U.S. government policies on business supply chains include a discussion of the California Transparency in Supply Chains Act 2012. Companies subject to the law must disclose certain information within each disclosure category, which offers companies discretion on how to do so.

The statute does not mandate that businesses implement new measures to ensure their product supply chains are free from human trafficking and slavery. *Instead, the law only requires that covered companies make the required disclosures, even if they do little or nothing to safeguard their supply chains.*⁷² The law provides consumers with critical information about companies' efforts to prevent and root out human trafficking and slavery in their product supply chains, whether in the U.S. or overseas. It requires large retailers and manufacturers doing business in California to disclose on their websites their "efforts to eradicate slavery and human trafficking from [their] direct supply chain for tangible goods offered for sale" (Cal. Civ. Code, § 1714.43, subd. [a][1]).⁷³

Prosecution

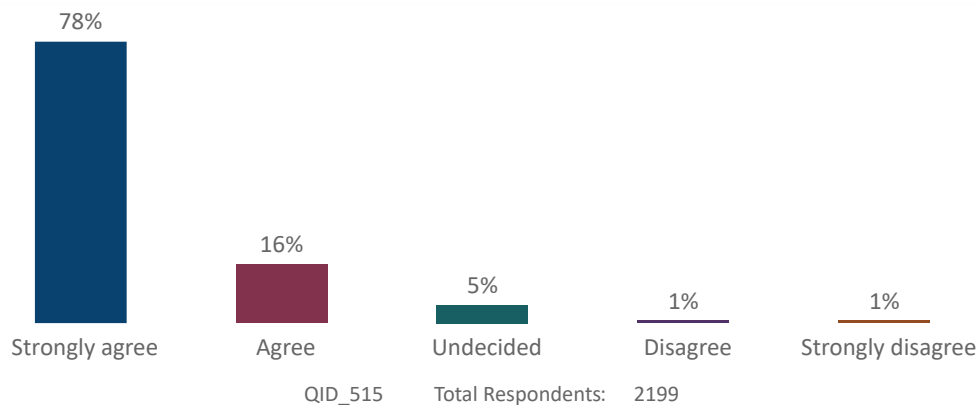
Prosecution includes investigations, prosecutions, convictions, and sentencing. The following question was developed to address the Prevention of human trafficking.

Should there be greater accountability for online platforms that do not remove pornography involving the exploitation of children? Respondents were asked to what extent they agreed with this statement (n=2,199, Figure 32).

- Ninety-four percent of the respondents agreed that there should be greater accountability; 78% strongly agreed within this group.
- Two percent of the respondents disagreed that there should be greater accountability for online platforms that do not remove pornography involving the exploitation of children.
- Five percent were undecided.

Figure 32

To what extent do you agree or disagree with this statement, "There should be greater accountability for online platforms that do not remove pornography involving the exploitation of children."



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Most groups, including survivors, agreed that online platforms featuring child exploitation pornography should be held accountable. Using the internet as a platform for child sex offenders to communicate, store and share child sexual exploitation material and to hunt for new victims continues to be one of the internet's most damaging and abhorrent aspects.⁷⁴

The federal law *Allow States and Victims to Fight Online Sex Trafficking Act*, known as FOSTA, adds provisions to several laws to impose liability on websites that intend to "promote and facilitate prostitution" of sex trafficking victims. It clarifies that Section 230 of the Communications Decency Act, which gives interactive service providers immunity for the content of speech posted on their websites, does not shield the sites from FOSTA liability.⁷⁵

Based on FOSTA, the U.S. Government Accountability Office reviewed federal criminal cases brought against those who controlled online commercial sex market platforms from 2014 through 2020. Of 11 cases, 2 cases in 2019 involved child exploitation, with cases pending as of 2020.⁷⁶

Recalling that children cannot consent to commercial sex and recognizing that pornographic images may not result from adult consent, viewing online sexual imagery during business hours presents a potential business risk to employers. Several new research reports on remote workers' use of work devices in their homes show a spike in visits to pornography sites. In 2020 and in remote workplaces, there was a 600% increase from 2019 in employees visiting pornography sites on their work computers.⁷⁷ The private sector cannot ignore this issue for security, legal, and human resources reasons. Companies must have a clear policy that addresses using a work device to access online sexual images, and management needs to be prepared to discuss those rules. There are legal restrictions on workplace internet monitoring based on federal and state constitutional provisions and laws regarding employees' right to privacy and if (and when) they must be notified that they are being monitored.

The Society for Human Resource Management⁷⁸ discussed managing workplace monitoring and surveillance with specific mention of child pornography:

Some states have imposed an obligation on employers requiring information technology workers to report the discovery of child pornography on company computers to law enforcement officials. In a 2005 New Jersey case, the state appellate court held that an employer on notice that an employee was using a company computer to access child pornography had a duty to investigate the employee's activities and take "prompt and effective action to stop the unauthorized activity."⁷⁹ The court said the employer had a duty to report to law enforcement the viewing of websites that possibly contained child sexual abuse material (child pornography), and an employer could be held liable to the victims for the failure to do so.

The National Center for Missing and Exploited Children (NCMEC) refers to such images as Child Sexual Abuse Material (CSAM) to reflect more accurately what is depicted in the images – the sexual abuse of children.⁸⁰ That said, "child pornography" is defined in U.S. federal law as "a form of child sexual exploitation," and any visual depiction of sexually explicit conduct involving a minor (persons less than 18 years old). Images of "child pornography" are child sexual abuse images.⁸¹

As with obtaining insight into where the transportation workforce believes human trafficking occurs, understanding worker views about online v. in-person conduct and their views about the abuse of those under 18 years of age can inform approaches to training related to human trafficking.

About the Author

Mary Adams is the Founder of Sustainable Rescue Foundation in The Netherlands



Fighting Human Slavery: Why the Private Sector Should Care

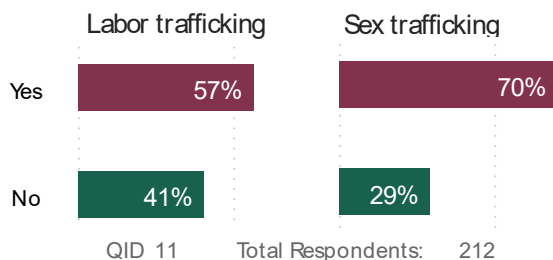
By Matthew Friedman

Human trafficking, which represents the recruitment, transport, receipt, and harboring of people to exploit their labor through force, fraud, or coercion, affects almost all parts of the world. Globally, millions of men, women, and children are victims. They can be found in factories, construction sites, fisheries, and sex venues where they are forced to work for little or no pay, deprived of their freedom, and subjected to great suffering.

While most think human trafficking focuses primarily on women and girls being forced into the sex industry, this group represents fewer estimated cases. Around 64% fall under the heading “forced labor in the private economy.” Out of this figure, most adults were in domestic servitude (24%), followed by construction (18%), manufacturing (15%), and agriculture and fishing (11%).⁸² Of the victims associated with manufacturing supply chains, this process begins with a grower or producer and ends as a finished product purchased by consumers in the retail market. Fifty-seven percent of survivors who participated in the National Outreach Survey for Transportation (NOST) identified as labor trafficking survivors, and 30% identified as survivors of both labor and sex trafficking (Figure 33).

Figure 33

Do you identify as a human trafficking survivor? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

As detailed in the survivor chapter of this report, “Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,” many survivors of sex trafficking identify as labor trafficking or forced labor survivors as well, which may be why the data reflects the number of labor trafficking survivors who

participated in NOST. Due to multiple factors discussed in the survivor chapter, reaching labor trafficking survivors to participate in a research study can prove more challenging than reaching sex trafficking survivors.

With more than a decade of progress, the international human trafficking community has not come close to meeting its full potential. Individual success stories can be found, but many victims are never identified. For example, the U.S. Department of State 2022 Trafficking in Persons Report (TIP Report) only accounted for 90,000 victims receiving assistance globally.⁸³ During the same period, there were less than 6,000 convictions.⁸⁴ Less than one percent of the victims are identified and assisted each year. This number remained essentially unchanged for several years in the annual TIP report.

Less than one percent of the victims are identified and assisted each year. Why are these numbers so low? According to the International Labour Organisation (ILO), the profits generated from this illicit trade are estimated to exceed \$150 billion annually.⁸⁵ But despite the size of the problem, global donor contributions to combat crime only add up to several hundred million dollars, representing less than one percent of total profits generated by the criminals. Since 2001, “USAID has provided over \$370 million in assistance to 88 countries and regions to fight human trafficking.”⁸⁶ In 2020, the Department of Justice of the United States awarded more than \$100 million to combat human trafficking in the U.S.⁸⁷ Along with other countries, the U.S. has donated to the Global Fund to End Modern Slavery to support continued global counter-trafficking efforts.⁸⁸ With this in mind, it is unsurprising that the estimated number of trafficked persons continues to increase.

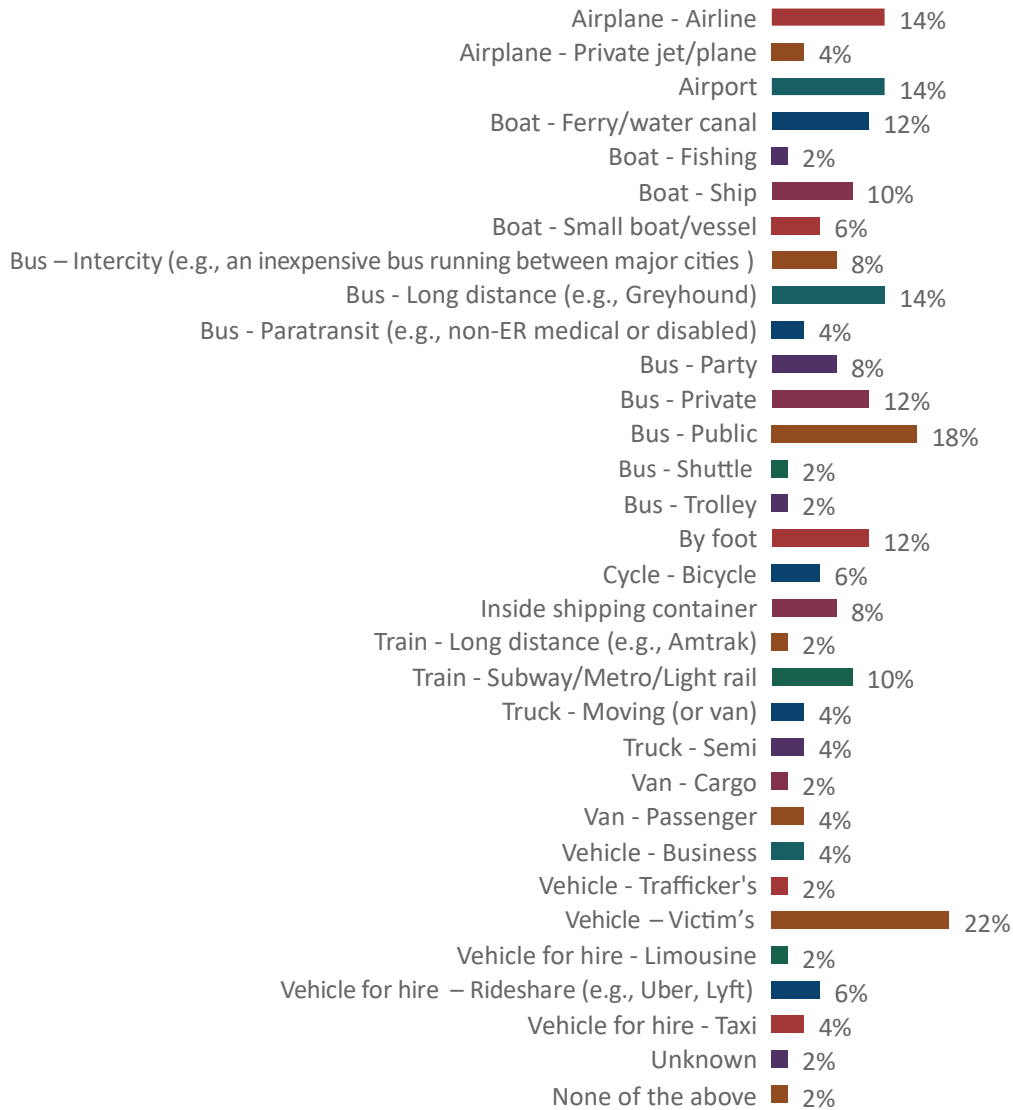
For the world to make a difference in addressing this problem, the private sector, including the transportation industry, must remain vigilant in this fight. Why should the business world care about this? First, most forced labor cases have some direct or indirect link with the private sector. NOST data shows that transportation intersected with survivors’ experiences even during unsuccessful exit attempts (Figure 34, pg. 58).

Why should the business world care about this?

1. The private sector has the necessary skills and capabilities to tackle problems, e.g., legal, compliance, accounting, communications, and financial expertise.
2. The prices for the products created through labor trafficking often undercut those of legitimate businesses, offering an unfair advantage to those involved.
3. When human trafficking conditions are found in each business sector, it can result in an entire industry receiving a “bad name.” This trend is emerging in the electronics, garment, chocolate, and seafood sectors. As a result, there is an incentive to root out bad actors.
4. This topic is becoming a growing public concern (like environmental issues), with more and more consumers asking whether the products they buy are “slave free.”
5. In new forms of legislation (which includes the UK Modern Slavery Act of 2015 and the California Transparency in Supply Chain Act in North America), most Corporate Social Responsibility (CSR) and Environmental Social Governance (ESG) declarations may begin to address this topic, especially for corporations with an international footprint. The governance chapter of this report, “*Governance: Building Sustainable Programs and Sharing Data,*” also covers ESG and related approaches.
6. Finally, the private sector should care because exploitative work conditions have always been incompatible with good business.

Figure 34

Which transportation method(s) was used during any unsuccessful escape attempt? Select all that apply.



QID_449 Total Respondents : 51

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.



What can the transportation industry, retail, and manufacturing companies do to play a role in addressing the problem? They can start by looking at their business to determine any risk factors.⁸⁹ Based on this risk, companies can take specific measures to maintain a slave-free supply chain, which include:

- Initiating investigative audits illuminating workers' conditions throughout the supply chain and describing them in qualitative and quantitative degrees to top-level corporate decision-makers.
- Conducting action-oriented training for global corporations and suppliers' staff to expand awareness and help reduce the negative impacts of global sourcing.
- Consulting with peers at the points of maximum leverage on implementing adequate human rights protections within global businesses.
- Signaling a commitment to combat human trafficking by becoming a signatory of the U.S. Department of Transportation (USDOT) Transportation Leaders Against Human Trafficking (TLAHT) initiative in the transportation industry and receiving a practical recommendation to help improve counter-trafficking efforts or making a similar commitment in other countries where business is conducted.
- Facilitating multi-stakeholder initiatives that convene private sector business with frontline workers, labor, civil society, and governments to focus on both strategic and practical levels to achieve positive social change.

In addition to these internal actions, companies can also ask themselves the fundamental question, "What if this were our problem – how would we go about addressing it?" **Every business is encouraged to explore ways of using their skills, expertise, and comparative advantage to be part of the solution.** For example, a law firm could come up with legal remedies. A communications corporation could come up with technology and IT solutions. Intentional efforts to identify potential contributions would help develop new, innovative approaches.

Concluding Thoughts

The time for these interventions is now. Companies worldwide can set their agendas by leading in addressing this issue, especially in transportation, where intersections with human trafficking can happen daily across the globe. The necessary skills and capabilities to tackle the problem exist within the sector, whether legal, governance, compliance, accounting, communications, or financial expertise. With more emphasis on ESG and “business with purpose,” these efforts will demonstrate that the private sector is part of the solution, not the problem. Doing so could potentially reduce the number of human trafficking victims worldwide, which should be the focus of all our efforts.

About the Author

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Aviation: Action from Airports, Airlines, and their Allies

By Chris Baglin, JD, MPH and Christi Wigle

According to the Federal Aviation Administration, more than 45,000 flights and 2.9 million air passengers circulate daily in the United States (U.S.).⁹⁰ In this complex system, criminals move and relocate victims of human trafficking across city and state lines; unfortunately, they blend in with other passengers, making it challenging to identify the criminal and the victim.⁹¹ Commercial and private passenger flights are an existing crime pathway used by traffickers because the risks of exposure are known and manageable. Airports may even serve as transaction sites, with restrooms, for example, identified by some survivors as drop-off or exchange locations.

Airports support aircraft and many other forms of transportation, including taxis and local transit; they also offer various services, such as restaurants and vendors to accommodate travelers. Many functions and management forms comprise the aviation sector, supported by many allied industries. For every position where the workforce may observe traffickers and their victims, every airline, airport, and tenant (e.g., coffee shops or hotel chains) also purchases goods that might have human trafficking victims in their supply chains.

Below is a sampling of relevant practices at airports; some are general, some target general signs of abuse, and some specifically target human trafficking.

- Joining national campaigns, including signing the U.S. Department of Transportation (USDOT) Leaders Against Human Trafficking (TLAHT) pledge.
- Training for Airport Security Coordinators (ASC) and others. Partners such as AAAE have conducted training on human trafficking, and airports have supported ASCs attending.
- Coordinating with local law enforcement and a local human trafficking task force.
- Coordinating with airlines and airports. Through multiple initiatives, such as Airline Ambassadors International (AAI) and Blue Lightning,⁹² airlines have encouraged in-flight or other airside reporting of suspected trafficking circumstances, which will involve the airport if contacted directly or by a hotline in response to action by airline personnel.
- Coordinating with federal agencies on site. Consistent with general victim assistance laws, the FAA has trained its personnel, as has DHS, including the Transportation Security Administration and Customs and Border Protection.
- Discussing supply chain with vendors and tenants.
- Using technologies, such as biometrics, to facilitate the reporting and recording of information.
- Placing signage on trafficking and helplines in restrooms and other areas.
- Offering direct aid to victims, such as a flight out of town.
- Serving as a “safe place” for victims to seek and contact employees for aid.
- Making available low-cost communication links.

Figure 35



Reviewing movement patterns in the aviation system may be useful to conceptualize this crime and understand how the sector can contribute to anti-trafficking efforts. For example, when flying, most travelers follow a sequence of steps through an airport. The diagram in Figure 35 depicts public and “sterile” (also known as security-restricted) areas that a traveler may occupy when in the main terminal. The same pathway may be used by people connected to or exploited by human trafficking.

To appreciate the scope of the anti-trafficking challenge, it is also helpful to review the aviation workforce and environments that may interact with a trafficker, a customer, or a victim. Airlines, for example, operate both aircraft and

airport facilities, such as lounges.

Internationally, aviation organizations have developed protocols to support airlines and airport personnel in responding to observations of suspected trafficking. In 2020, the International Civil Aviation Organization (ICAO), an agency of the United Nations, began implementing new reporting instructions for many airlines and airports. ICAO Circular 352, which addresses human trafficking,⁹³ was released by the ICAO Secretariat and recommended practices in consultation and coordination with UN member states, and Annex 9 now addresses airports.⁹⁴

“8.47 Recommended Practice - Contracting States should take measures to ensure procedures are in place to combat trafficking in persons, including transparent reporting systems and relevant competent authorities’ points of contact for airport and aircraft operators.”

This 8.47 recommendation took effect in February 2020,⁹⁵ with the support of the Airports Council International (ACI), a trade association of airport authorities, and the International Air Transport Association (IATA), a trade association that develops industry policies and standards with 290 member airlines, including most major airlines, in over 100 countries, comprising 82% of global air traffic. The U.S., as an ICAO member state, was involved in developing the provision, as were U.S.-based NGOs such as Airline Ambassadors International.

Even before the release of ICAO Circular 352, the U.S. began implementing legislation requiring human trafficking training for airline employees. Since releasing the circular, the USDOT, for example, has increased outreach to airports under TLAHT, including its 100 Pledges in 100 Days initiative in early 2020. As discussed below, aviation provides solid representation as signatories to the TLAHT pledge.

Some common approaches emerge in the sector, emphasizing identification and reporting: (1) identification of trafficking circumstances or signs of exploitation of a victim’s body or behavior, (2) reporting of these

observations as critical facets of the aviation sector’s response to human trafficking, and (3) training and tools to reinforce these approaches and tailor them to a particular sector and setting.

Despite significant work by airports and airlines, anecdotal reports suggest that some stakeholders view certain airlines’ materials as insufficient. Examples include using only a single slide on human trafficking during training and not all employees receiving the training. This circumstance potentially creates inconsistent counter-trafficking efforts. Additionally, training is not always tailored to the trainee’s position. Tailoring to individual behavior or patterns of conduct observed at an airport can help train employees to discern whether a crime is being committed or facilitated.⁹⁶

Knowing these concerns, multiple entities offer lists of the indicators of human trafficking to support aviation sector initiatives and training. A handbook developed by ACI includes several indicators,⁹⁷ as does a Polaris report on human trafficking’s intersection with the transportation sector.⁹⁸ DHS Customs and Border Protection has provided instructions to their staff. Long-standing initiatives such as Blue Lightning and the Blue Campaign have instructed many workers on human trafficking indicators and signs of labor and/or sex trafficking. The Transportation Research Board (TRB) has addressed the role of airports in countering human trafficking; as this report went to production, it released a Primer and How-to Guide,⁹⁹ which provides practical tools and information on developing an anti-human trafficking program at an airport, including a list of indicators of labor or sex trafficking in an airport setting. In these and other ways, over the past several years, airports and airlines, and the broader aviation sector have sought to raise awareness among staff and train employees in critical roles to recognize the signs of human trafficking.

Data, Findings, and Analysis

The aviation sector produced the largest number of National Outreach Survey for Transportation (NOST) responses, totaling more than 50% of 3,896 respondents. Substantial segments within aviation are represented, including Transportation Security Administration workers and several of the largest U.S. airports. NOST data especially detail how the aviation workforce responds to the call to observe, identify, and report potential signs of human trafficking. As noted, segments of the aviation sector have required trafficking training for over a decade, with the FAA, DHS, airlines, and several airports being early adopters, along with other agencies, such as Customs and Border Protection, on-site at some airports.

Survivor Insight

Survivors and Lived Experience Experts provide the most important findings in the NOST. Questions were asked to labor and/or sex trafficking survivors about how transportation intersected with their experiences. Although the NOST represents a small number of survivors compared to the many who have exited their trafficking experience, the data provide a glimpse of how they were exposed to the transportation industry, including both positive and negative experiences. Below are responses from survivors who participated in the NOST related to aviation.

An initial question was answered by 159 survivors about whether transportation was used during their recruitment, exploitation, extraction, or escape. Among different modes of transportation, airplanes were the primary transportation method used during recruitment (12%), exploitation (13%), and extraction or escape (10%) (Table 1, pg. 65). Questions were also asked regarding the transportation method used to relocate the victim, in which airplanes were the most common method (12%) indicated among 97 responses. Victims can be relocated for various reasons and at different times of the year. Among 56 survivor responses, airplanes were the primary method to transport the victim to a sporting event (20%), and private jets (13%) made this selection (Table 2, pg. 65). More details about sporting events can be found in the survivor chapter, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking.”* Traffickers exploit aviation during the recruitment and exploitation of victims, and it is also used to transport victims to a medical facility, where 55 survivors indicated that airplanes were used when seeking medical treatment (4%), including private jets (2%). Another 2% indicated none of the aviation modes were used (Table 2).

Table 1

	SURVIVOR PROVIDED QUESTION: Which transportation method(s) was used within a country? Select all that apply.		
	Recruitment	Exploitation	Extraction or Escape
Airplane – Airline	12%	13%	10%
Airplane – Private jet/plane	9%	8%	3%
Shipping container	6%	4%	1%
Unknown	4%	6%	4%
QID_49 Total Respondents: 159			
Note: Statistics for aviation include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

Table 2

	Which transportation method(s) was used during your relocation? Select all that apply.	What transportation method(s) was used to take you to the sporting event(s)? Select all that apply.	SURVIVOR PROVIDED QUESTION: What transportation method(s) were used to transport you to a medical facility? Select all that apply.
Airplane – Airline	12%	20%	4%
Airplane – Private jet/plane	4%	13%	2%
Shipping container	2%	2%	
Unknown	9%		
None of the above		4%	2%
QID_340 Total Respondents: 97		QID_306 Total Respondents: 56	QID_316 Total Respondents: 55
Note: Statistics for aviation include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed -out boxes indicate responses were not asked for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

As discussed elsewhere in this chapter and in our *“Executive Summary: Transportation Systems, Human Trafficking”* chapter, frontline workers are essential in identifying signs of human trafficking that can potentially help victims of human trafficking escape their abuser. Of 37 survivor respondents, 86% identified multiple aviation staff positions that offered them help (Table 3, pg. 66). Respondents identified general airport staff (19%), ticketing agents (16%), gate agents (14%), port workers (11%), luggage handlers (11%), flight attendants or pilots (5%), and Transportation Security Administration agents (3%) as having offered assistance. Given that most of the help identified was from aviation workers in the airport, it may indicate that the victim felt they could seek assistance in a more open environment than on a plane, a more confined space.

Trafficking victims do not always feel safe asking for help from transportation workers and may have their movements controlled by someone accompanying them. It follows that workers could look for signs of human

trafficking when an abuser is accompanying them. Survivors confirmed that aviation was used not only during their exploitation but also during escape attempts. Among 51 respondents who had unsuccessful escape attempts, airports and airplanes were used at equal levels (14%), followed by 8% of respondents saying that a shipping container had been a part of their exit attempt (Table 4). This report’s survivor chapter, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* discusses in more detail these exit attempts; however, it is important to note other interactions with the aviation mode, in that 5% of 152 survivor responses indicated that they stayed at an airport at least some time during their first week after exiting their trafficking (Table 5, pg. 67). Although 5% in no way represents a majority, the survivor data regarding aviation may suggest a need for voucher and air mile donations to organizations, which can provide them to victims exiting abuse or after their exit.

Frontline Interactions with the Traveling Public

Aviation personnel are trained to have general situational awareness, varying with their position and duties. The aviation workforce has many types of interactions with travelers, which present potential exposures, particularly to victims of human trafficking needing help to exit their abuser. For example, aviation workers participating in the NOST were asked if they had been approached by someone seeking help to escape an abuser. Figure 36 (pg. 67) shows that 4% of 1,133 respondents indicated they had been approached for help at least once.

Table 3

Which transportation personnel offered to provide you help? Select all that apply.	
Airline staff - Gate attendant	14%
Airline staff - Luggage handler	11%
Airline staff - Ticketing	16%
Airport security checkpoint officer (e.g., TSA)	3%
Airport staff	19%
Flight attendant or pilot	5%
Port worker	11%
None of the above	14%
QID_326 Total Respondents: 37	
Note: Statistics for aviation include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Table 4

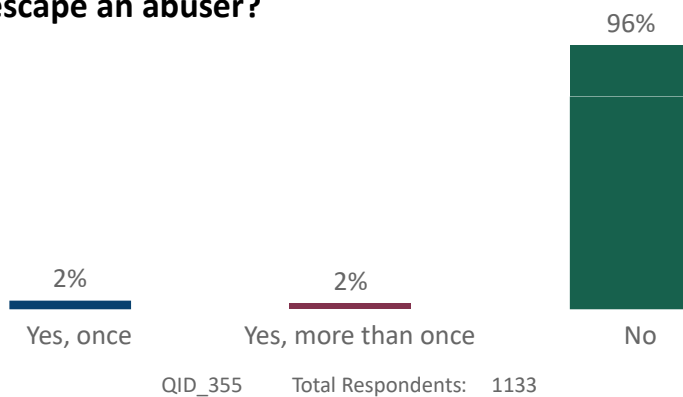
	Which transportation method(s) was used during any unsuccessful escape attempt? Select all that apply.
Airplane – Airline	14%
Airplane – Private jet/plane	4%
Airport	14%
Shipping container	8%
Unknown	2%
None of the above	2%
QID_449 Total Respondents: 51	
Note: Statistics for aviation include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Table 5

	Where did you stay during the first week after you exited your human trafficking situation? Select all that apply.
Airport	5%
None of the above	3%
QID_444 Total Respondents: 152	
Note: Statistics for aviation include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.	

Figure 36

In your current professional role, have you ever been approached by someone seeking help to escape an abuser?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

The NOST also collected data on whether a traveler had approached a respondent asking for help because the traveler was being held against his or her will. Figure 37 (pg. 68) presents the result of that NOST question. Of the 563 who replied, almost 96% stated that this scenario had not occurred. A total of 16 (2.8%) said yes, a traveler had approached and reported being held against their will once or more than once.

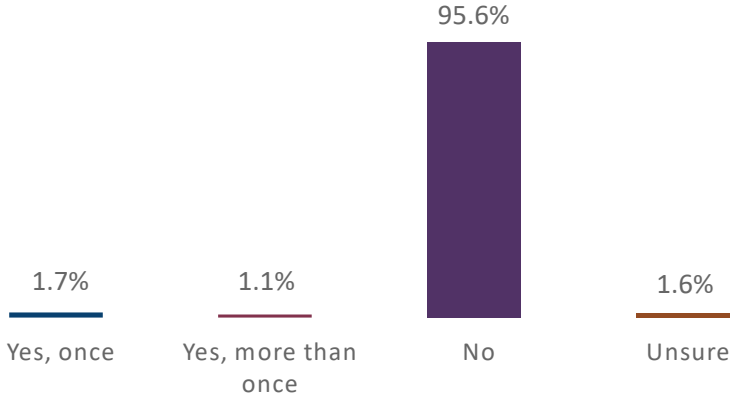
There are millions of passengers on flights every day. When tasking the flight crew to report on signs of human trafficking, it is important not only to know the indicators of trafficking but also how to apply them and when to exercise caution in doing so. A combination of indicators might present a cause for concern, but one single indicator does not always represent a trafficking scenario. The following are concerning signs when seeing two or more simultaneously: a disconnect between the adult and minor, the minor not knowing where they are going, or the minor exhibiting signs of distress and not wanting to be around the adult.

The Blue Lightning Initiative provides further guidance in their training. “Although it might be difficult to determine travelers’ relationships with one another, be aware that a relationship that does not appear to be genuine, particularly between a child and a parent or guardian, can be an indicator. When looking for this indicator, do not rely solely on appearance or gender as a reason to suspect that a person is not a parent or legal

guardian. Instead, focus on the relationship and dynamic between the adult and the child.”¹⁰⁰ But aviation workers may have a misapprehension of the situation, such that one indicator, a seemingly atypical group, may drive a potential misidentification of human trafficking and raise concerns about bias or profiling.

Figure 37

Have you ever been approached by a traveler asking for help because they were being held against their will?

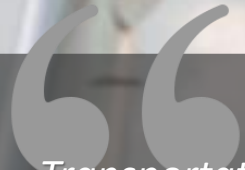


QID_356 Total Respondents: 563

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

There are numerous scenarios for people of different races to be traveling together, including children. Unless the flight crew members know of those arrangements, unnecessary concerns could be raised when these scenarios resemble signs of trafficking. Caution is needed, and consideration of multiple variables can prevent unnecessary concerns about trafficking. It is essential for the flight crew and other transportation workers to recognize that identifying human trafficking involves multiple signs and not just one indicator.¹⁰¹ It is also important to develop procedures that assist and protect the flight crew in making such judgments.

A NOST survey question asked whether flight crews should be notified of a minor traveling with someone other than a guardian. Figure 38 (pg. 70) shows strong sentiments from 203 aviation workers in one direction: 95% agreed there should be such notification. Implementing this may become complex, however, especially when ensuring the privacy of each passenger. Also, results from a question on who should be notified in this process showed that no single position was heavily preferred over others, as seen in Figure 39 (pg. 70). A preliminary analysis suggests that multiple positions should be informed among the flight crew and the ticketing agent. Further evaluations need to be conducted and considered concerning the efficacy of this notification approach and whether privacy concerns can be mitigated for traveling minors and adults who are not guardians of minors but are traveling with them legitimately.



Transportation, in all ways, plays a very important role. When I arrived in the US, it was by airplane. I was picked up at the airport by my traffickers in a fancy black car, dropped off at a hotel to spend the first night with a group of people, and then transported on mini-vans to another state. While heading to the other state, we stopped at gas stations and McDonald's, and no one could identify that the group of people being escorted by someone at all times could be potential victims of human trafficking.

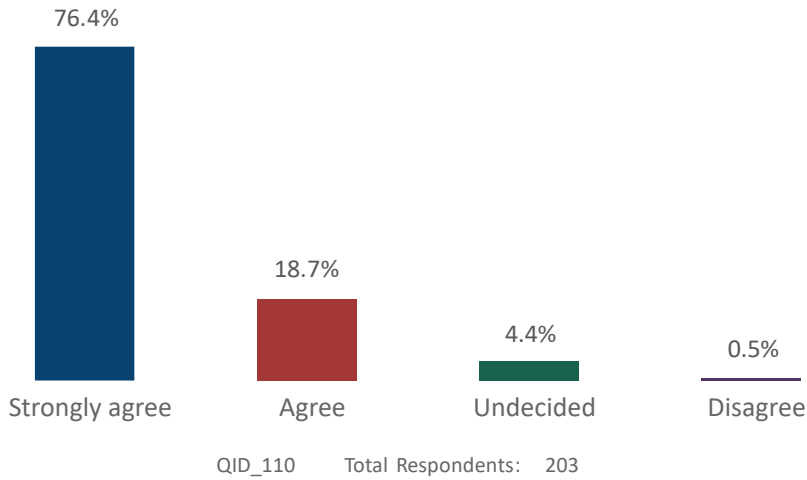
I remember one of the individuals from the group couldn't make it to come with the rest of the group because his flight was delayed, and he was sent via Greyhound a day later, all the way to the new state. Traffickers would use any form of transportation to transport potential victims, but victims could make the use of transportation to escape a trafficking situation."

*Thanks,
Ronny Marty*



Figure 38

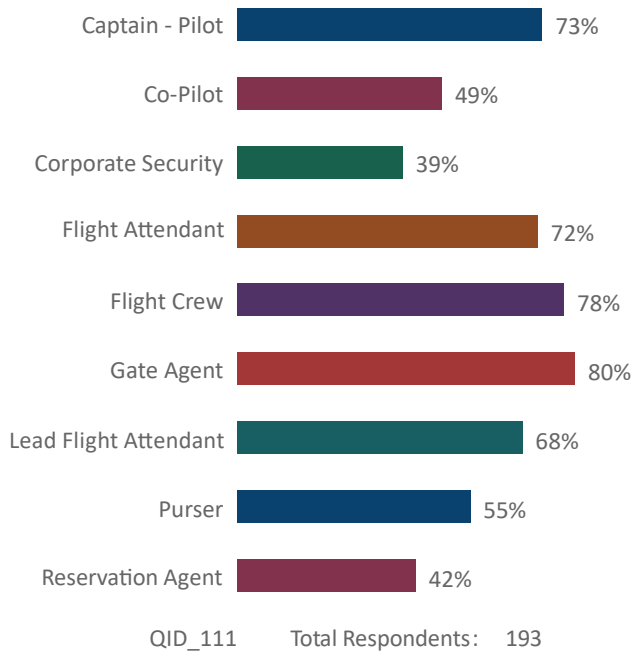
Should the flight crew be notified if a minor is being transported by authorized personnel, other than a guardian? An example of authorized personnel might include law enforcement or child welfare transporting a minor.



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 39

Specifically, who should be notified if a minor is being transported on a flight by authorized personnel? Select all that apply.



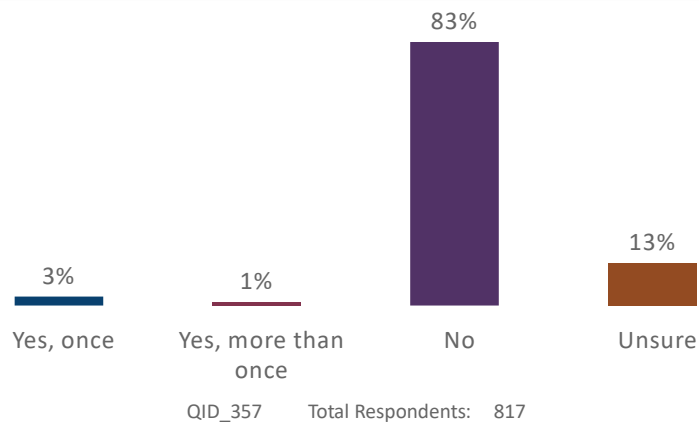
Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Frontline Exposure to Human Trafficking

Members of the aviation workforce engage with travelers vulnerable to abuse or restraint by others. Actual interactions with potential human trafficking victims were reported in the NOST data, as were opinions on the likelihood of such interactions. Figure 40 shows that when the workforce was asked whether they had directly communicated with a potential human trafficking victim while working at an airport, 33 of 817 respondents (4%) stated they had at least once. In contrast, 106 (13%) were unsure. A total of 678 (83%) said they had not. While more than 80% have not interacted with potential victims, 34%, in virtually the same subgroup of respondents, believed an encounter would not likely occur or would definitely not occur (Figure 41).

Figure 40

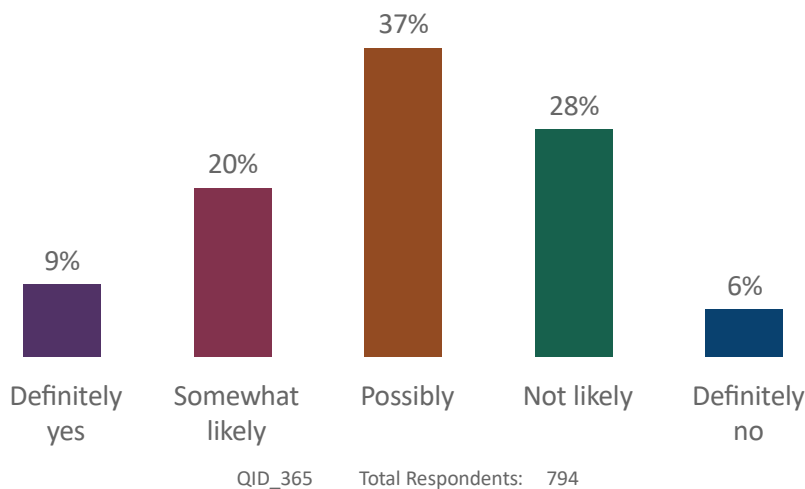
Have you had direct communications with a potential victim of human trafficking while working at an airport?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 41

In your current job, how likely is it that you will directly encounter a person who may be a victim of human trafficking?

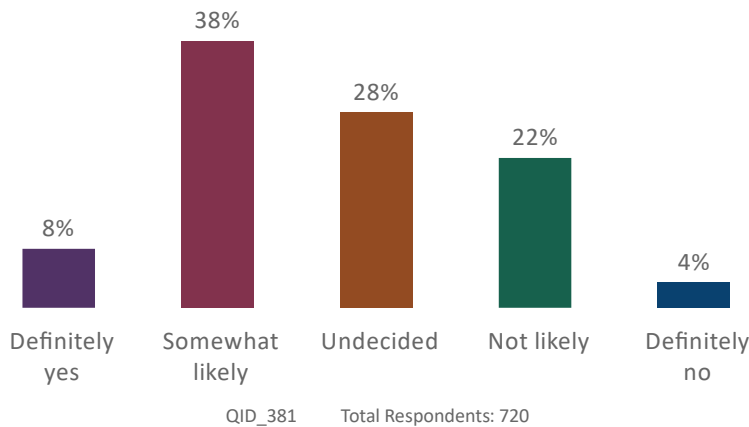


Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

These figures suggest heightened awareness among the workforce despite having little actual engagement with a human trafficking victim. NOST data indicates that 29% of the 794 aviation workforce respondents definitely believed or believed it was somewhat likely that they would encounter a person who may be a victim of human trafficking in their current job. Thirty-seven percent believed it is possible that they will directly encounter a person who may be a victim of human trafficking (Figure 41, pg. 71). However, 28% of 720 were undecided as to whether they could spot signs of human trafficking while working (Figure 42). These sentiments are consistent with the top two training areas desired by the broader aviation cohort of 1,650 respondents in this study, presented in Figure 43: (1) how to identify victims (84%) and (2) human trafficking indicators (80%).

Figure 42

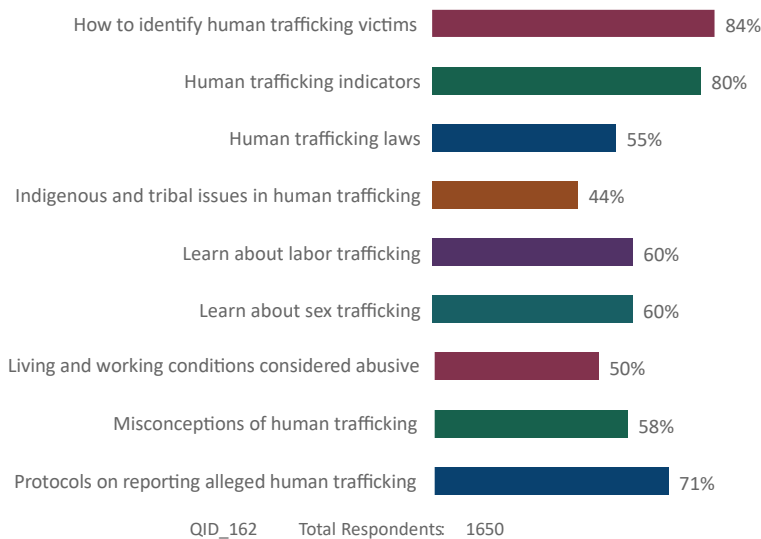
How likely is it that you could spot signs of human trafficking while you are working?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 43

Would you like to receive human trafficking training in the following areas? Select all that apply.

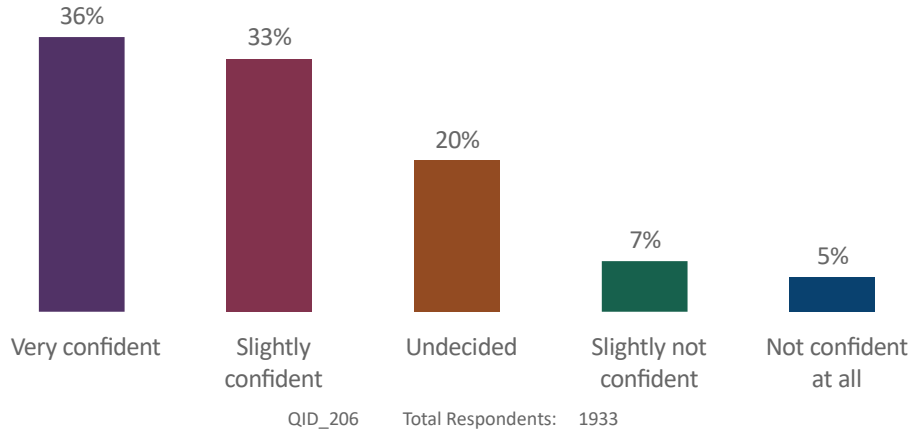


Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Most of the aviation workforce surveyed feel they can report this crime. Workers were asked to state how confident they were in reporting on suspected human trafficking while on the job. Twenty percent of 1,933 respondents were undecided, 12% were slightly not confident or not confident at all, and 69% were slightly confident or very confident in reporting (Figure 44).

Figure 44

How confident are you in reporting suspected human trafficking observed while on the job?

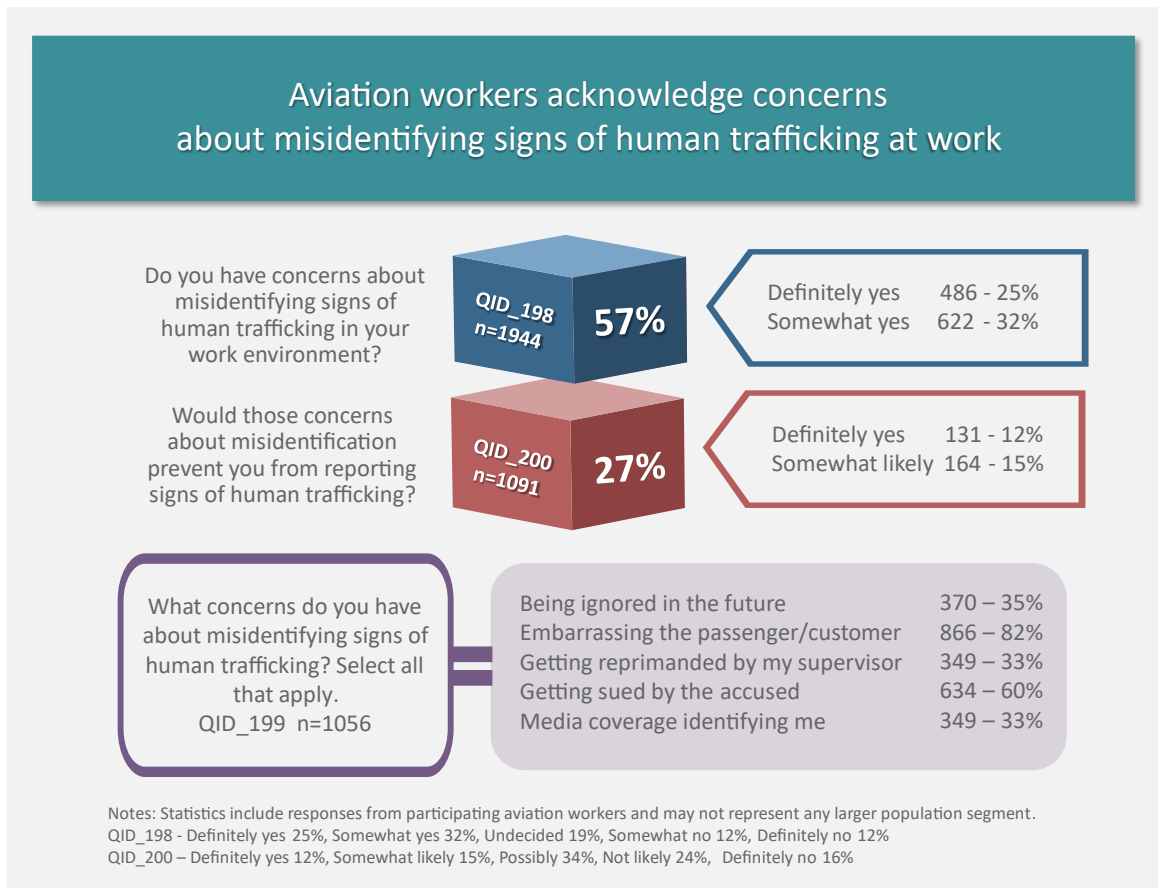


Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Feeling confident to report signs of human trafficking in aviation also presents multiple viewpoints when discussing the possibility of misidentifying signs of trafficking. Among 1,944 aviation workers, 57% agreed that concerns exist when asked if they have concerns about misidentification. Among those, 27% of 1,091 workers stated that those concerns might prevent them from making a report if signs of human trafficking were observed. They provided additional insight into their concerns, including 82% of 1,056 aviation workers saying they did not want to embarrass the passenger/customer, 60% were concerned about getting sued by the accused, and 35% said being ignored in the future. Additional responses included 33% for getting reprimanded by their supervisor and the media identifying them. If the concerns are left unaddressed, many victims might never be identified or possibly be delayed in getting identified when they take future flights (Figure 45, pg. 74).

Not only is it important to ask aviation workers if they feel confident in reporting signs of human trafficking, but it is also vital to discuss what details should be included in that report. To aid aviation security or law enforcement in reviewing the potential case, including as many details as possible about an incident is recommended if it does not put the worker in harm's way when documenting those details. When asked what should be included in a report, 98% said the person's physical description, 95% indicated the age range, 93% said visible injuries, and 91% said information should be included on why they believe it is trafficking (Figure 46, pg. 75).

Figure 45

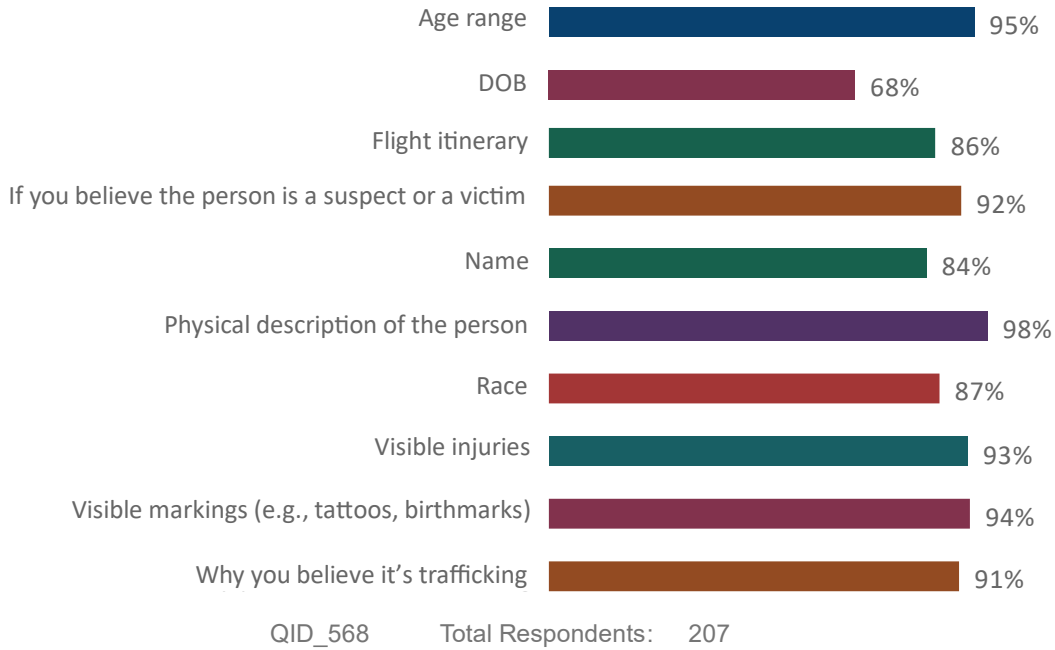


Counter-Trafficking Processes

Suppose we can presume there is a motivated workforce that is attuned to identifying potentially abused or trafficked travelers. In that case, examining whether personnel understand their employer’s internal processes to combat human trafficking is useful. For example, 876 respondents in the aviation workforce were asked to confirm that their employer had taken steps to counter human trafficking; almost 62% believed a protocol was in place for reporting signs of human trafficking (Figure 47, pg. 75). Data was collected from 412 respondents who were asked whether there are protocols to protect employees if they make a report and misidentify signs of human trafficking; of these aviation workers, 59% were unsure whether such protocols were in place (Figure 48, pg. 76). Administrative staff and frontline workers should be educated on internal processes to combat human trafficking and reminded of those processes at least annually. If protocols have not yet been established, management can utilize existing programs that offer guidance on this issue through the Blue Lightning Initiative or through nonprofit organizations that train aviation personnel.

Figure 46

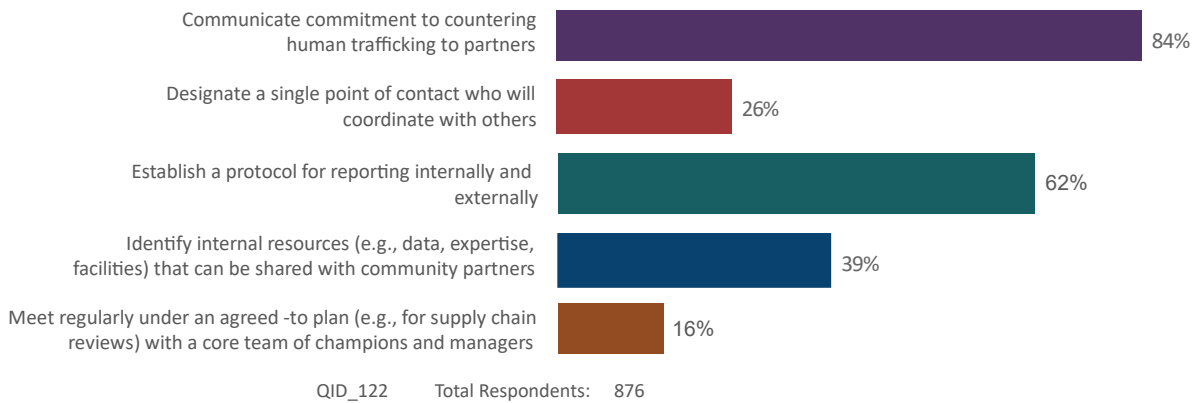
What information should be included in incident reports of suspected human trafficking? (Select all that apply)



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 47

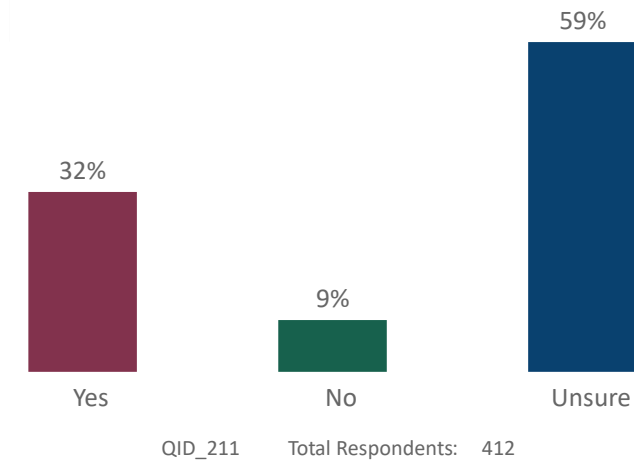
What approaches does your company/agency/organization take to support countering human trafficking? Select all that apply.



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 48

Are protocols in place so employees know they are protected if they report and misidentify signs of human trafficking ?

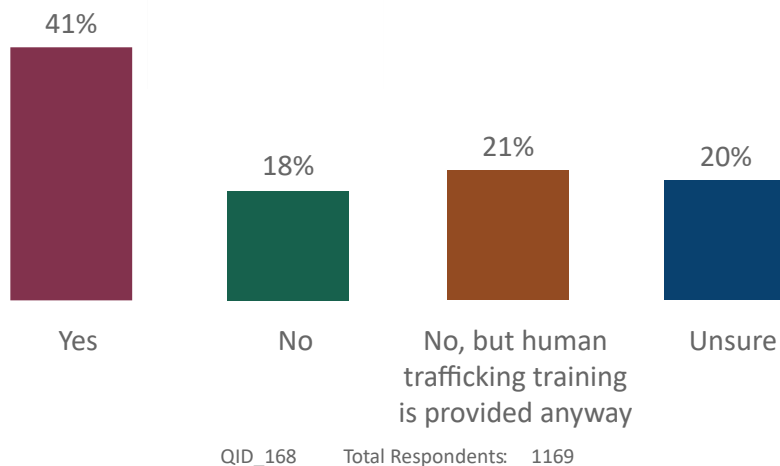


Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Aviation workers were asked whether human trafficking training was mandatory at their employment, to which 20% of 1,169 replied they were unsure (Figure 49). To determine whether the aviation sector was engaging with counter-trafficking organizations at airports, respondents were asked if their airports had considered ways to incentivize airport tenants and concessionaires to participate in training (Figure 50, pg. 77). Among 202 staff in management roles, 20% stated that incentives were not in place, and 61% said they were unsure. Recognizing the importance of tenants and concessionaires in identifying trafficking, this segment of the workforce was asked if their company handbook included contact information for employees to report signs of human trafficking, with 44% saying it did not, 34% stating it did have contact information, and 20% were unsure (Figure 51, pg. 77).

Figure 49

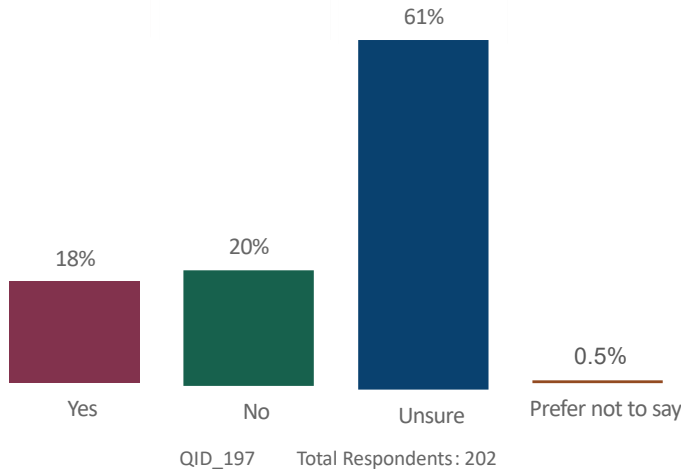
Is human trafficking training mandatory at your current employment?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 50

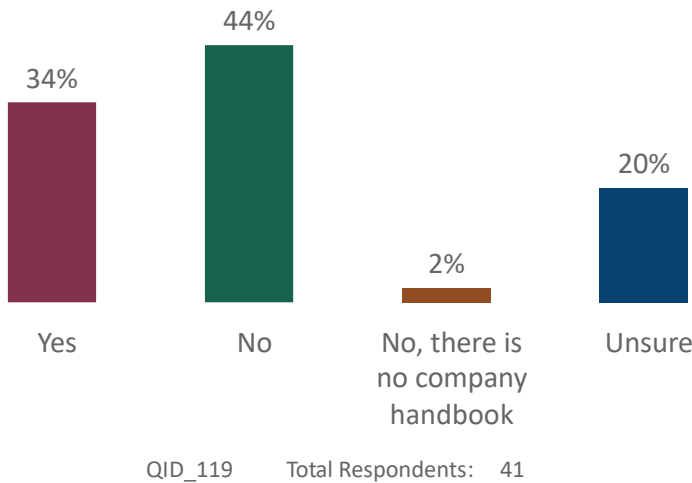
Has your company/agency/organization reviewed ways to incentivize tenants and/or concessionaires to participate in human trafficking training?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 51

Does your company handbook include contact information for employees to report signs of human trafficking?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Anti-trafficking training and governance efforts often focus on observing and reporting. While the actual reports of potential trafficking found in the NOST dataset will not be traceable to the type of human trafficking training the respondents received, it is valuable to see how often NOST respondents have engaged in the reporting of suspected signs of human trafficking. For example, when asked how often they had reported potential signs of human trafficking in their current profession, 87% of 2,002 aviation respondents stated they had not (Figure 52, pg. 78). Of the respondents in the remaining subgroup of 260 individuals, 10% had reported at least once, and only .2% had reported more than 11 times. During 2019 and 2020 specifically, 143 of 1,190 survey respondents (12%) suspected they had observed signs of human trafficking while on the job (Figure 53).

Figure 52



In your current profession, how many times have you reported potential signs of human trafficking?

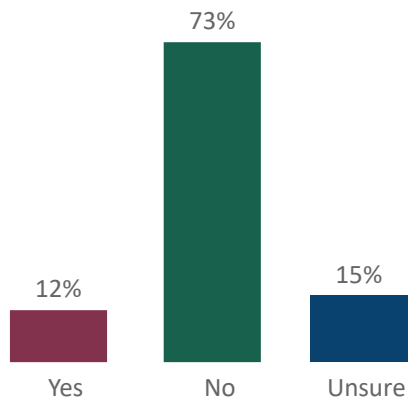
87% Have never reported signs of human trafficking

QID_182 Total Respondents: 2002

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment. Additional responses include the number of times that signs of human trafficking were reported at work by the respondent: 1 to 2 (10%), 3 to 4 (0.2%), 5 to 6 (0.1%), 7 to 8 (0.2%), 11+ (0.2%).

Figure 53

During the 2019 and 2020 calendar years, did you ever suspect that you had observed signs of human trafficking while on the job?



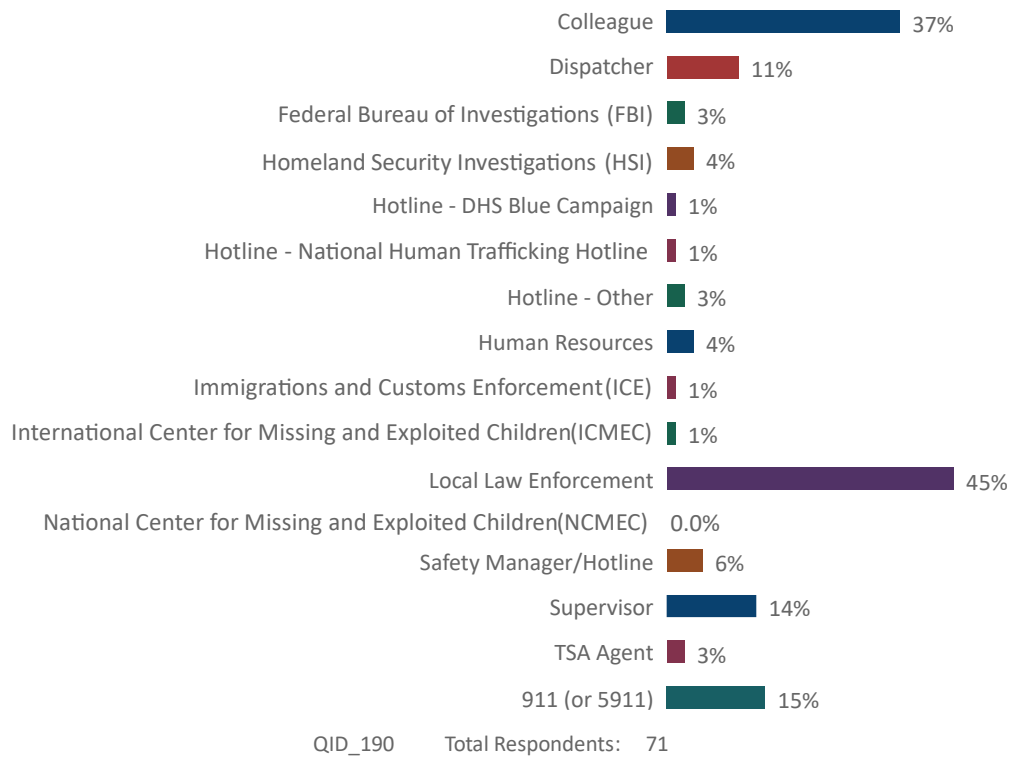
QID_188 Total Respondents: 1190

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Among 71 respondents who had reported human trafficking in the last two years, almost half stated that they had contacted local law enforcement (45%) or 911 (15%) (Figure 54, pg. 79). When asked about the timeframe in which they acted on their suspicions, Figure 55 (pg. 79) indicates that all but 5% of 79 respondents made an initial report to another person within one hour, with the largest numbers (53%) acting within 5 minutes. As airports evaluate their internal processes, they should identify to whom each person should report suspicions of human trafficking and suggest a timeframe for making that report. If a trafficker or victim has been located at an airport, every minute matters before they can evade responding to security or law enforcement. Added messaging can impart a “better late than never” approach to encourage those who hesitate or are otherwise delayed.

Figure 54

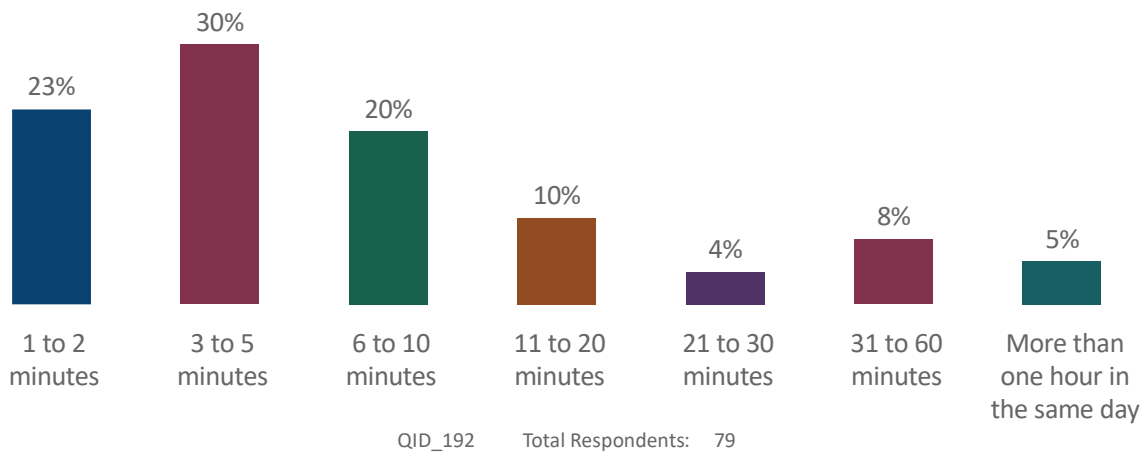
To whom did you report the signs of human trafficking? Select all that apply.



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 55

From the moment you recognized signs of human trafficking, how long did it take for you to INITIALLY report those suspicions? (could be verbally or documented)



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

NOST data reflects positive impacts from the anti-trafficking community’s awareness materials, training, and adoption of reporting protocols within aviation organizations. The NOST data also may provide insights into coordination activity between and among organizations. A series of questions asked a subgroup of management-level respondents whether communication among the federal government, airlines, and airports needed improvement. In Table 6, most respondents agreed or strongly agreed that there was room for improvement in communication. For those who strongly agreed, the strength of that sentiment consistently ranged between 54% and 58%, while 26–29% agreed. Internal and external policies can drive changes in communication and coordination, and the NOST responses affirm this viewpoint. NOST data from airports suggest that the processes instituted in response are still emerging. When 26 airport managers were asked whether their airport had a protocol for receiving reports of potential human trafficking from an airline’s aircraft, 23% were unsure, and 15% said no; a total of 16 respondents (62%) said these protocols were in place (Figure 56).

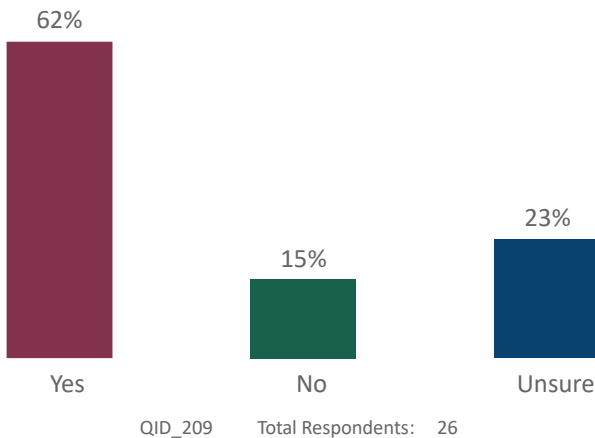
Table 6

To what extent do you agree or disagree with this statement, "Communication on reporting signs of human trafficking needs improvement."

	From federal partners to airports	From airports to federal partners	From airlines to airports	From airports to airlines
Strongly agree	58%	54%	56%	56%
Agree	29%	27%	26%	27%
Undecided	11%	16%	15%	13%
Disagree	2%	3%	3%	4%
Strongly disagree	0.0%	0.0%	0.4%	0.0%
	QID_183 Total Respondents: 238	QID_186 Total Respondents: 226	QID_184 Total Respondents: 246	QID_185 Total Respondents: 241
Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.				

Figure 56

Does the airport have a protocol for addressing reports of potential human trafficking received from an airline's aircraft?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

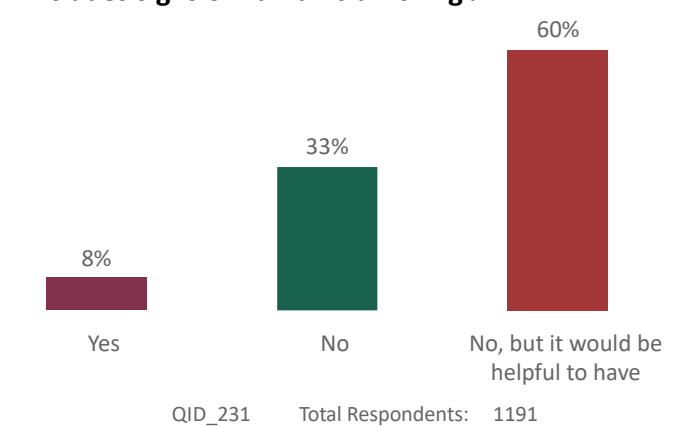
From this review of responses to critical questions, improvement is needed. Despite that, the trend in NOST data suggests substantial interest in supporting efforts to counter human trafficking facilitated by transportation and aviation. As seen in Figure 57 (pg. 81), 1,191 responded whether they have a resource or wallet card that includes signs of human trafficking, and 715 respondents (60%) replied “No, but it would be helpful to have” to that

question, reinforcing the interest in this topic. Unless the wallet cards are printed by an outside entity and provided to the airports, each airport must print them out and provide them to workers. The cards provide immediate direction to workers who may need to review signs of labor or sex trafficking and need phone numbers to make a report.

For the cost of printing a business card, frontline workers are empowered to strengthen counter-trafficking efforts that could ultimately help a victim exit their abuse. Cards should be replaced routinely, 1–2 times a year, to address card loss or employee turnover. Cards should also be replaced if internal reporting processes are updated.

Figure 57

Do you have a resource card (e.g., wallet card) that includes signs of human trafficking?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Examples of Collective Action Available to Anti-Trafficking Efforts

In addition to raising awareness and reporting suspicions of human trafficking, aviation can support the anti-human trafficking cause in other ways. There are frameworks available for collective action, such as supply chain management and partnerships emphasizing data and information sharing. Due to the large number of aviation sector respondents, we address some approaches in this chapter.

Supply chain management. Under Environmental and Social Governance (ESG) frameworks, a common way to address human trafficking is to have a zero-tolerance policy for labor and sex trafficking in the supply chains of products and services. Multinational companies, including several in the transportation sector, have corporate policies in this area. Federal, state, and local laws are also drivers of organizational conduct. There is a more general discussion of ESG in the governance chapter of this report, *Governance: Building Sustainable Programs and Sharing Data*.

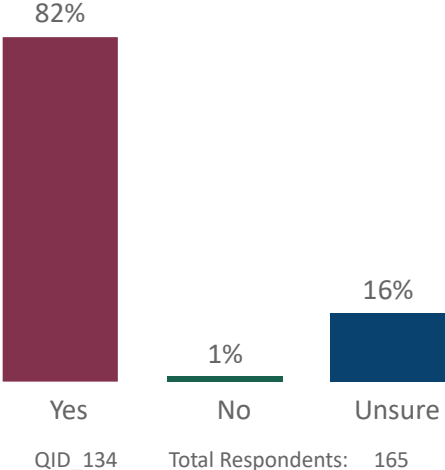
NOST data suggest support for actively managing human trafficking in the supply chain.¹⁰² For example, a small sample in the aviation sector was asked if they support a zero-tolerance policy for external partners who use forced labor in their supply chain (Figure 58, pg. 82). Among 165 respondents, 82% said yes, 1% said no, and 16% said unsure. The supply chain, however, may be less of a priority or emphasized less when weighed alongside other anti-trafficking options. For example, aviation sector managers were asked how Fixed Based Operators could be active in countering human trafficking. The answer relating to reporting signs of human trafficking (94%) was selected over three times more than that of assessing product supply chains (29%) (Figure 59, pg. 83).

The presence of human trafficking in society can be near enough to be observed by the frontline, and it also can be far from the frontline - in another country - yet mediated by purchasing power. ESG frameworks and tools are available to address supply chain management and underscore its potential impact.

Pledging to promote data sharing. NOST survey results indicate interest in the USDOT TLAHT pledge, which has been an important collaboration tool for the transportation sector. For example, the pledge encourages data sharing and related strategies for coordination and collaboration with partners. Among a subgroup of 14 managers, respondents were asked about activities conducted since signing the USDOT TLAHT pledge. Ninety-three percent said employees had been educated to recognize signs of human trafficking, 71% said employees had been trained, 64% said awareness had been raised to passengers, and 7% percent stated data sharing had occurred (Figure 60, pg. 83). Although it is a small sample of managers, it identifies areas of collaboration that still need to be pursued.

Figure 58

Do you support a zero -tolerance policy for external partners who use forced labor in their supply chain?



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 59

Please select the ways that Fixed Base Operators can be active in countering human trafficking. Select all that apply.

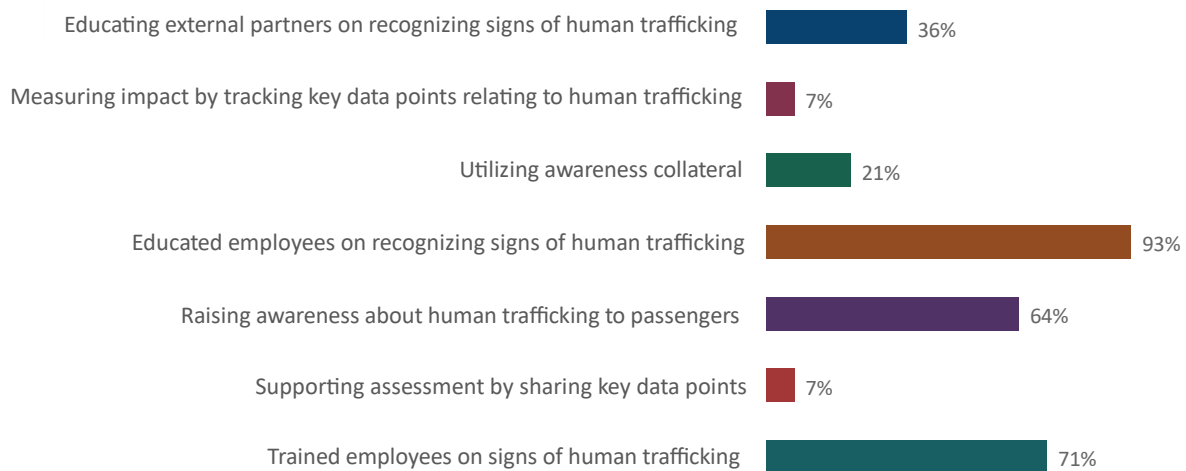


QID_121 Total Respondents: 208

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 60

Since signing the USDOT TLAHT Pledge, which of the following activities have been conducted? Select all that apply.



QID_226 Total Respondents: 14

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Concluding Thoughts

Aviation is a leader in the transportation sector's efforts to encourage workers to observe, identify, and report signs of human trafficking. Even with limited investigatory authority, airlines and airports are acting by converting societal concern into deeper awareness and adding new practices to combat this crime. Tools, activities, and allies continue to develop from outreach, engagement, and advocacy. In late 2022, the U.S. enacted new public laws related to human trafficking. One directs the posting of the National Human Trafficking Hotline in the restrooms of U.S. aircraft and airports, ports of entry, and other transportation locations.¹⁰³ Another codifies DHS governance of this topic, which ensures stability and thereby enables long-term partnerships. In addition to its engagement and partnerships with airports, airlines, and other aviation-related entities, DHS is collaborating with the USDOT on aviation's role, including a joint national workshop in 2023 and other activities.¹⁰⁴

NOST data indicate how the aviation workforce handles potential instances of human trafficking. The data suggests that the aviation workforce is interested and confident in addressing this crime despite variations in governance approaches. Knowing different training methods, trainee views, and interest levels helps design and deliver human trafficking courses for the workforce.

Some tools for addressing human trafficking, such as supply chain management, have received less attention than others, such as reporting. The NOST survey framed a series of questions for concessionaires, hotels, and others on airport premises, in addition to those for airport purchasing departments. NOST data recognizes the progress the aviation industry has made to advance counter-trafficking efforts but also illustrates gaps in those efforts that still need to be addressed. Airports and airlines can improve their anti-trafficking work by joining the USDOT TLAHT program and the DOT-DHS Blue Lightning Initiative and utilizing the many tools available. Overall, NOST frontline data constitutes a resource for aviation whose further analysis will yield more insights.

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Roadway Modes: Freight Systems, Roadways, and Human Trafficking -Trucking's Role

Chris Baglin, JD, MPH, Steven Jones, PhD, and Deb Niemeier, PhD

Roads are lifelines for communities and commerce, from microscale businesses to transnational corporations. Governments at all levels, tribal, municipal, state, and federal, rely on roads to meet public needs. This chapter outlines ways in which roads interact with human trafficking, with an emphasis on how the systems can be used for the conveyance of people by commercial vehicles.

Using the United States (U.S.) as an example, its county, state, and interstate roadway systems carry a vast fleet supporting national commerce across a continent. The Bureau of Transportation Statistics (BTS) estimates that in 2018, trucks moved nearly 11.3 billion tons of goods, representing about 61% of total freight shipments, plus, truck tractors hauling semitrailers and other truck combinations accounted for 58.4% of commercial truck travel in 2019, with single-unit trucks with six or more tires accounting for the remainder.¹⁰⁵ The same BTS source also estimates great growth in the future: freight shipments by truck are projected to increase by more than 30% to 14.8 billion tons of goods by 2025, and truck travel is projected to increase from 311 million miles per day in 2015 to 488 million miles per day by 2045. Interstates carry more than half the truck combinations. The roadway system moves goods in such quantity that it can easily be used to hide human trafficking, thus becoming a critical link in intervention.

Transnational and Urban Movements

Significant goods flow through U.S. gateways, including seaports, airports, and land border crossings, connecting the U.S. to the global marketplace. These ports of entry collectively handled \$3.4 trillion in international merchandise in 2009.¹⁰⁶ In 2011, there were 5.4 million truck or train crossings into the U.S. from Canada, including nearly 3.7 million at the top five gateways; there were 4.7 million such crossings at the U.S.-Mexico border, of which 3.8 million occurred at the top 5 gateways.¹⁰⁷ This flow is inextricably tied to economic prosperity, making slowdowns and other delays at the border a subject of great concern and study. While slowing flows, inspections assist in compliance with safety issues, immigration controls, and other rules.

Much of the goods moving throughout the U.S., whether from international ports of entry or as interstate commerce, are destined to and originate from major population centers. In 2019, urban highways handled 161 billion vehicle miles from trucks, buses, and other vehicles traversing interstates and streets.¹⁰⁸ This remarkable volume of roadway activity illustrates the challenges of monitoring the flows of goods, gauging the effect on infrastructure, and reducing opportunities to exploit gaps or weak links in law enforcement systems.

Of 52,080 human trafficking cases reported in the U.S. between 2012 and 2023, 14,881 (28.6%) involved trucks (Table 7).¹⁰⁹ Cases are not indicative that law enforcement was involved.

Table 7

01/01/2012 - 01/01/2023		
United States		
Transport mode	Count	Proportion
Only trucks	8458	16.2%
Multi-mode, with truck*	6423	12.3%
Total truck-involved **	14881	28.6%
All modes	52080	100.0%
<p>* The trafficking case involves a combination of two or more modes, with the truck being one of them.</p> <p>** The summation of “Only trucks” and “Multi-mode with truck.”</p> <p>Source: Stop the Traffik - Traffik Analysis Hub</p>		

Significant sensing and other technologies at ports of entry have been deployed to help identify and interdict the illegal cross-border conveyance of people by truck. People often confuse human smuggling and human trafficking. According to the Department of Homeland Security, "Those who hire human smugglers can become the victims of human trafficking."¹¹⁰ On the U.S. side, experts suggest that migrants also may cross by foot, particularly along the southwest border, and then board trucks that move them toward population centers. Once in an urban setting, they are transferred to smaller vehicles and vans.¹¹¹ The migrants are vulnerable to their handlers and guides, termed coyotes, and if the line crosses into trafficking through force, fraud, or coercion for adults, it may be some time before the migrant realizes it, by which time it may be difficult to act. In the United States, force, fraud, or coercion does not need to be proven for minors who are sex trafficked; however, force, fraud, or coercion must be present for minors who are labor trafficked.¹¹²

Relationship Among Commercial Motor Vehicles, Monitoring of Goods, and Human Trafficking

As the movement of over-the-road goods has grown, so have safety regulations. State and national-level efforts have focused on compliance and monitoring strategies. Anti-human trafficking advocates have played critical roles in developing and implementing legislative strategies and other efforts aimed at reducing over-the-road human trafficking, including:¹¹³

- *Combating Human Trafficking in Commercial Vehicles Act (2018): The Secretary of Transportation shall designate an official within the Department of Transportation who shall— (1) coordinate human trafficking prevention efforts across modal administrations in the Department of Transportation and with other departments and agencies of the Federal Government; and (2) in coordinating such efforts, take into account the unique challenges of combating human trafficking within different transportation modes.*¹¹⁴
- Passage of a 2018 federal law under which a person convicted of a felony for involvement in human trafficking is prohibited from holding a CDL for life.¹¹⁵ FMCSA issued a final rule on its implementation in September 2022.¹¹⁶
- Under a 2021 federal law, FMCSA’s anti-human trafficking responsibilities grew in two areas. Several existing grant programs were expanded to encourage their use in education and other prevention and

detection efforts related to human trafficking.¹¹⁷ This authority comes after some piloting of provisions to prioritize human trafficking within grant-making over the last few years. Also, USDOT is now charged with reporting every three years on human trafficking violations involving commercial motor vehicles and making recommendations for countering human trafficking in coordination with the U.S. Department of Justice (DOJ).¹¹⁸

- In 2022, the U.S. enacted several new public laws to enhance Federal, state, local, and tribal responses to human trafficking. Some directly affect certain transportation facilities and their management. For example, in late 2022, after the National Outreach Survey for Transportation (NOST) data collection and initial analysis were complete, the U.S. enacted a new public law to direct the posting of contact information for the National Human Trafficking Hotline in a visible place in all federal buildings in addition to restrooms facilities in all U.S. aircraft, airports, over-the-road buses, passenger trains, and the stations serving them as well as at each port of entry.¹¹⁹ Ports of entry are sites particularly relevant to anti-trafficking strategies related to freight and trucking.

To support reporting, the nonprofit sector continues to lead in developing new tools. Truckers Against Trafficking (TAT), for example, has partnered with a technology firm to develop a reporting tool for truck cabs. The free app will help truck drivers identify and report to the national human trafficking hotline or 911 as needed.¹²⁰

Monitoring the Flow of Goods

The NOST collected data on technologies and infrastructure supporting the flow of goods generally, which can also be leveraged in anti-trafficking efforts. These resources include the following.

National monitoring. In 2021, the Infrastructure Investment and Jobs Act (IIJA) was promulgated, addressing the complex needs of the urban freight corridor. The IIJA significantly advances the objectives of the National Highway Freight Network (NHFN). The NHFN helps the federal government and its partners direct resources and policies toward improved freight system performance within each state. As a part of this enhancement, IIJA provisions also intend to spur the deployment of technologies for monitoring border crossings.¹²¹

State-level monitoring. Commercial motor vehicle travel results in significant pavement damage, leading to higher state DOT maintenance. Each state establishes weight and size restrictions, which form the basis of formula-based payments and individual penalties. *To monitor truck weight, nearly 378.4 million trucks were weighed in 2021, about 89.0 percent of which were weigh-in-motion, and 38.5 percent were weighed by static scales.*¹²² The remainder of the trucks used static stations. The stations also conduct license and compliance checks.

Joint national-state monitoring through commercial motor vehicle driver licensing. In the U.S., the national government's FMCSA ensures uniformity in key aspects of licensing, as well as funding to encourage the adoption of approaches and policies to improve standards and the management of commercial vehicle operations. In each state, a department or division of motor vehicles will issue licenses to commercial motor vehicle drivers in a set of categories, which by federal law is uniform throughout the country.

Safety and Infrastructure. The sheer volume of truck journeys crisscrossing the country creates demand for truck parking spaces. Public facilities, such as rest areas and welcome centers, and private facilities, such as truck stops, often operate at or exceed capacity. In 2017, BTS counted 8,000 parking locations for truck drivers, including informal laybys, where truck drivers found a place to rest outside traditional areas.¹²³ More than 75% of truck drivers have difficulty finding safe and legal parking.¹²⁴ In 2021, a new law authorized funds for new truck parking. In 2022, funding to states, including Tennessee and Florida, helped to begin its development. Recommendations for state transportation agency operations issued in 2023¹²⁵ address freight carrier parking, and anti-trafficking partners and allies could explore engaging with relevant agency offices. New parking areas help reduce driver fatigue and support mandatory rest compliance. The FMCSA has also emphasized that these

new parking areas can help address crime.¹²⁶ The new parking facilities are expected to integrate important safety features:

- Adequate lighting and security features
- Well-lit sidewalks between parking lots and fueling island areas where transactions are made
- Restrooms located closer to parking entrances
- Increasing safety and police patrols

The NOST collected data related to truck laybys (areas on the side of the road to park temporarily) and other areas to help assess the connection between the truck drivers' parking issues and human trafficking. As Ellen Voie, President/CEO of the Women in Trucking Association, shared with United Against Slavery for this NOST report, *“The trucking industry is uniquely positioned to recognize signs of sex and labor trafficking along highways and at rest stops across the country.”*

The summaries above show potential entry points for counter-trafficking measures, including drivers and monitoring systems. Some relevant NOST data are analyzed further below.

Data, Findings, and Analysis

Survivor Insight

Although the NOST had a small sample of survivors compared to the many who have exited their trafficking experience, the data provides a glimpse of how they were exposed to the transportation industry, including positive and negative experiences. We are including responses from survivors who participated in the NOST related to roadway modes.

Survivors who participated in the NOST indicated that roadway modes were used throughout their trafficking experience. Both moving trucks (or vans) and semi-trucks were used for recruitment, exploitation, extraction, or escape among 159 survivors who answered this survey question (Table 8, pg. 90). Those roadway methods were also used to relocate victims, transport them to sporting events, and take them for medical care (Table 9, pg. 90). The survivor chapter in this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* discusses these methods in more depth.



Survivors provided insights into the locations where they were trafficked, which included roadway modes. Labor trafficking survivors reported that they were forced to work with a moving company (4%) and in trucking (6%), while sex trafficking survivors named trucking (12%) (Table 10, pg. 91).

Frontline workers and truck drivers may also be exposed to potential signs of human trafficking at locations where truck drivers frequently stop. Table 11 (pg. 91) presents the NOST data where truck drivers can cross paths with trafficking victims, including convenience stores, gas stations, rest areas, and truck stops. Among 164

survivors, respondents indicated they visited multiple locations on this list, which truck drivers accessed while on the road. For another question, among 95 survivors, respondents confirmed they visited the restrooms at these various locations while still being exploited (Table 11, pg. 91).

Table 8

	SURVIVOR PROVIDED QUESTION: Which transportation method(s) was used within a country? Select all that apply.		
	Recruitment	Exploitation	Extraction or Escape
Truck - Moving (or van)	4%	7%	1%
Truck – Semi	7%	11%	4%
Unknown	4%	6%	4%
QID_49 Total Respondents: 159			
Note: Statistics for roadway modes include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

Table 9

Did any of the following drivers have special payment arrangements with your human trafficker to help facilitate your exploitation? Select all that apply.	
	Was on payroll of human trafficker
Bus driver	44%
Private driver	24%
Rideshare driver (e.g., Lyft, Uber)	11%
Taxi driver	10%
None of the above	20%
QID_290 Total Respondents: 142	
Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual. The NOST documents survivors' experiences that may vary regarding negative and positive interactions with different groups. Each experience must be acknowledged for evaluating, refining, and implementing counter-trafficking efforts. Although some transit workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of frontline workers who are willing to help combat human trafficking.	

Survivors also described some of their positive and negative experiences with drivers. Among 142 survivors, 9% of survivors believed the truck driver was on the payroll of the human trafficker (Table 12, pg. 91). Survivors also acknowledged that workers in the transportation sector offered help to them. Truck stop personnel were identified by 14% of the survivors as offering help, and truck drivers were identified by 11% (Table 13, pg. 92). Among 51 survivors, 4% indicated that trucking was used in part of their unsuccessful attempts to exit their abuse (Table 14, pg. 92). A follow-up question was not asked to clarify why the attempts were unsuccessful. It is important to note that although a minority of transportation workers may engage in actions that cause additional abuse to victims of human trafficking, most workers must be committed to combating this crime and identifying signs of human trafficking. Training and awareness programs by TAT and other organizations have

greatly contributed to thousands of truck drivers being educated about human trafficking. Such training has helped alert truck drivers to situations where they may be able to offer help or report trafficking to authorities. The NOST data collected from survivors appears to bear this out.

Table 10

	SURVIVOR PROVIDED QUESTION: Please confirm if you were human trafficked for labor in any of the following. Select all that apply.	SURVIVOR PROVIDED QUESTION: Please confirm if you were sex trafficked in any of the following places. Select all that apply.
Moving company	4%	
Trucking	6%	12%
None of the above	18%	
QID_281 Total Respondents: 83		QID_282 Total Respondents: 81
Note: Statistics for roadway modes include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed-out boxes indicate responses that were not included for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.		

Table 11

	While under the control of your human trafficker or their associate(s), did you go to any of the following locations? Select all that apply.	SURVIVOR PROVIDED QUESTION: Did you go into the restroom at any of the following locations. Select all that apply.
Convenience store	25%	27%
Gas station	30%	33%
Rest area	15%	13%
Truck stop	13%	5%
None of the above	28%	
QID_302 Total Respondents: 164		QID_303 Total Respondents: 95
Note: Statistics for roadway modes include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed-out boxes indicate responses were not asked for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.		

Table 12

Did any of the following drivers have special payment arrangements with your human trafficker to help facilitate your exploitation? Select all that apply.	
	Was on payroll of human trafficker
Truck driver	9%
None of the above	20%
QID_290 Total Respondents: 142	
Note: Statistics for roadway modes include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual. The NOST documents survivors' experiences that may vary regarding negative and positive interactions with different groups. Each experience must be acknowledged for evaluating, refining, and implementing counter-trafficking efforts. Although some roadway workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of frontline workers who are willing to help combat human trafficking.	

Table 13

Which transportation personnel offered to provide you help? Select all that apply.	
Driver - Truck	11%
Truck stop personnel	14%
None of the above	14%
QID_326 Total Respondents: 37	
<small>Note: Statistics for roadway modes include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.</small>	

Table 14

Which transportation method(s) was used during any unsuccessful escape attempt? Select all that apply.	
Truck - Moving (or van)	4%
Truck – Semi	4%
Unknown	2%
None of the above	2%
QID_449 Total Respondents: 51	
<small>Note: Statistics for roadway modes include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.</small>	

Roadway Participation in the NOST

The NOST Oversight Agencies (OAs) in roadways included affiliates such as representatives from TAT and allied organizations dedicated to educating drivers and others on the roadways about human trafficking. NOST OAs included multiple bus lines and trucking companies. Such companies are responsible for managing holders of commercial driver licenses, a broad group of people who are key allies in anti-human trafficking efforts. Roadway users who responded to the NOST included truck drivers and bus drivers in Brazil and the U.S. Given the different policies and initiatives in place in each country and the nature of the questions posed to this set of respondents, the two sets of data are reported separately to assess better the possible impact of policies, initiatives, and other interventions for each of these respondent groups. This chapter presents a summary of NOST survey responses on a range of topics, such as:

- Receptivity toward observing human trafficking
- General impression of human trafficking in the roadway system
- Responses to suspected abuse or human trafficking
- Inspection processes and technology
- Sentiments regarding tools for combating human trafficking, including sanctions and training

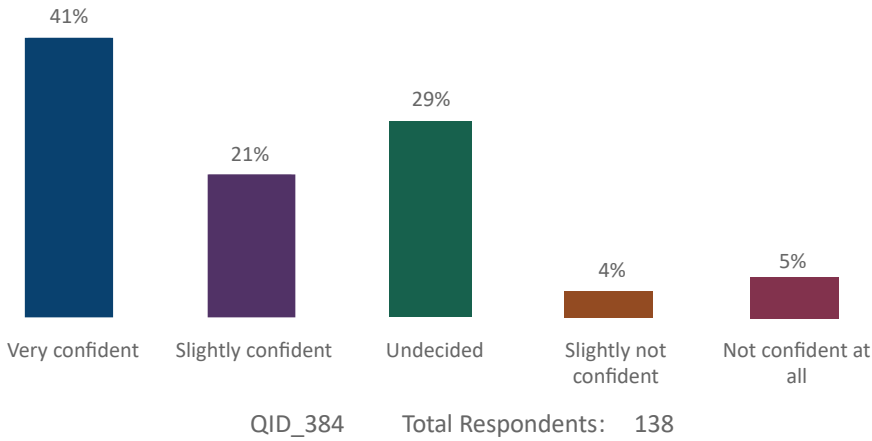
Receptivity To Observing for Signs of Human Trafficking

Answers to two NOST questions indicate U.S. truck drivers’ receptiveness towards devoting some level of attention to signs of human trafficking. First, 62% of 138 respondents felt confident that watching for potential signs does not affect the safety of operations, while more than a quarter were undecided (Figure 61, pg. 93). This is not dissimilar to responses from other transportation operators, for example, those in the transit chapter, *“Local Counter-Trafficking Efforts in Transit.”* Comparing sentiments is useful, and 70% of U.S. transit workers and 33% of Brazilian transit workers shared a similar confidence that looking for signs of human trafficking does not affect the safety of operations (Figure 62, pg. 93).

Second, having tools or expressing a desire to have tools that help identify potential trafficking can be viewed as a sign that transit workers want to understand human trafficking and contribute to counter-trafficking efforts. When respondents were asked if they had a resource card (e.g., wallet card) describing signs of trafficking, 47% of those who did not were interested in having one, while 9% indicated they did have a card (Figure 63, pg. 94). The data suggest that many respondents were receptive to observing signs of human trafficking.

Figure 61

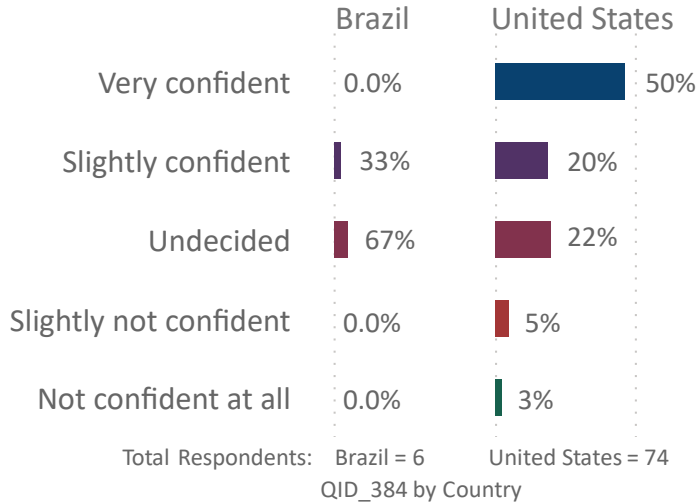
How confident are you that watching for potential signs of human trafficking does not affect the safety of operations?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 62

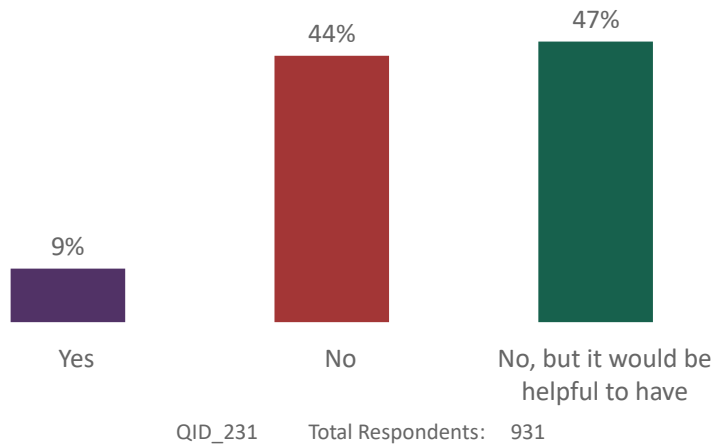
How confident are you that watching for potential signs of human trafficking does not affect the safety of operations?



Note: Statistics include responses from participating transit workers in the United States and Brazil.

Figure 63

Do you have a resource card (e.g., wallet card) that includes signs of human trafficking?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

General Impression of Human Trafficking in the Roadway System

Respondents' impressions were mixed with respect to having a possible direct encounter with human trafficking on the roadway system. When asked if they were likely to encounter a person who may be a victim of human trafficking, 42% of 327 said they believed they may directly encounter a person who may be a victim of human trafficking. In comparison, about 34% said it was not likely (Figure 64, pg. 95). Only about 4% said they would likely have a direct encounter with human trafficking. This split suggests uncertainty about whether they encounter human trafficking and may indicate the need for additional training. When asked about knowledge of truck drivers transporting human cargo in a commercial vehicle, 93% of respondents stated they were unaware of this possibility (Figure 65, pg. 95).

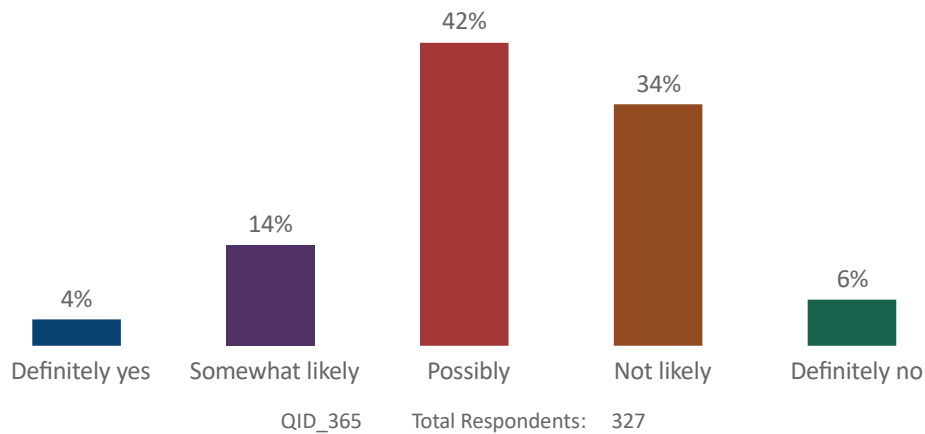
Based on their industry knowledge, respondents were asked how truck drivers are solicited for commercial sex. The majority indicated that the first contact frequently has been in person at a rest area (74%), at an informal lay-by (an area on the side of the road for a vehicle to park for a short time) (45%), or via a knock on a cab door (83%). Connections are also known to be made by CB radio (57%) and a phone app or online advertising (each 29%) (Figure 66, pg. 96). Commercial sex encounters may occur at the informal laybys where trucks go in the absence of parking areas, which encounters, depending on the circumstances, may involve trafficking victims or not.

Instances of Observing a Potential Victim of Abuse or Human Trafficking

While the NOST survey data cannot be used to estimate the prevalence of human trafficking, it does provide insight into how and when respondents tend to observe potential victims. Only 1% of the survey respondents indicated they had been approached by someone seeking help to escape an abuser (Figure 67, pg. 96). Of 930, 46 said they had been approached at least once. Ten percent indicated they were unsure if they had observed signs of human trafficking while on the job in the last two years, and 3% indicated that they had, 87% suspected/believed that they had not observed human trafficking (Figure 68, pg. 97). As an interesting counterpoint, 67% of 925 respondents felt very or slightly confident in reporting signs of human trafficking seen on the job (Figure 69, pg. 97).

Figure 64

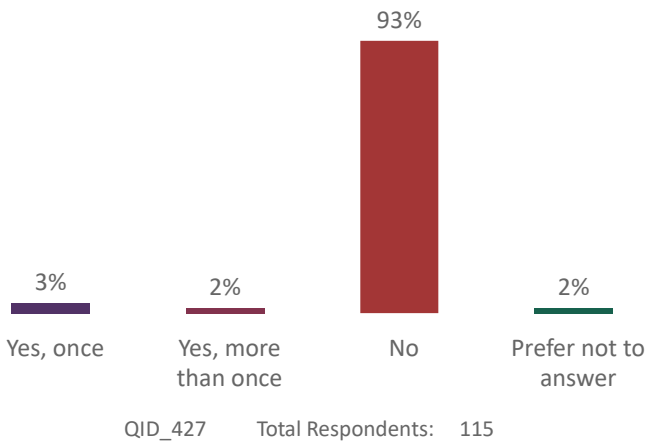
In your current job, how likely is it that you will directly encounter a person who may be a victim of human trafficking?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 65

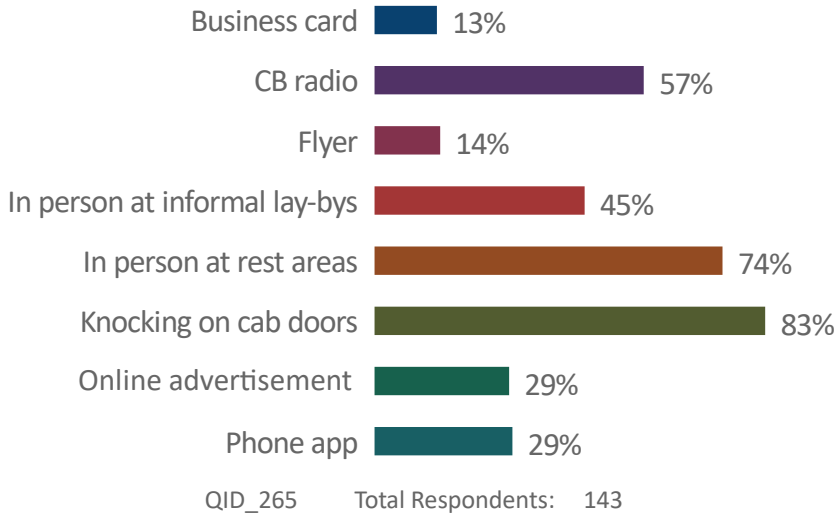
From your entire career as a truck driver (across all employers), do you have direct knowledge of another truck driver being asked to transport people in their commercial truck?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 66

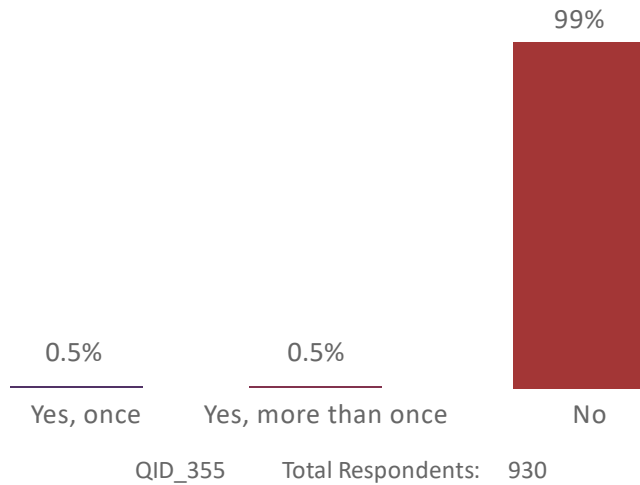
Based upon your industry knowledge, how are truck drivers solicited for commercial sex? Select all that apply.



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 67

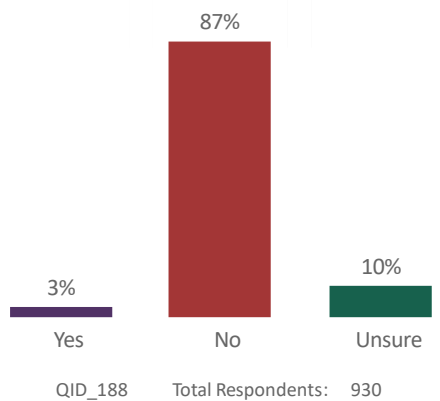
In your current professional role, have you ever been approached by someone seeking help to escape an abuser?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 68

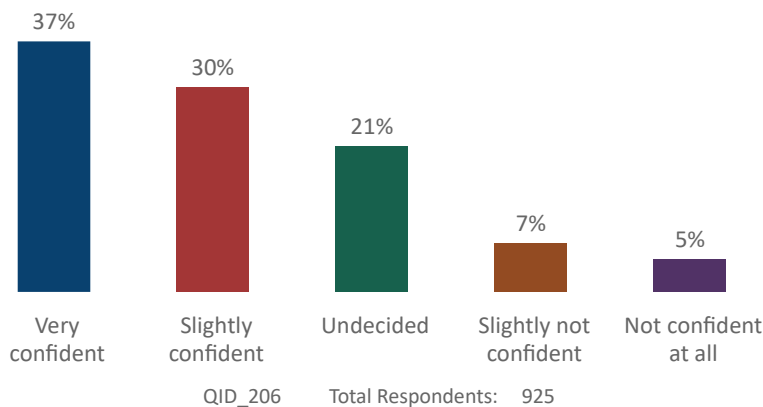
During the 2019 and 2020 calendar years, did you ever suspect that you had observed signs of human trafficking while on the job?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 69

How confident are you in reporting suspected human trafficking observed while on the job?

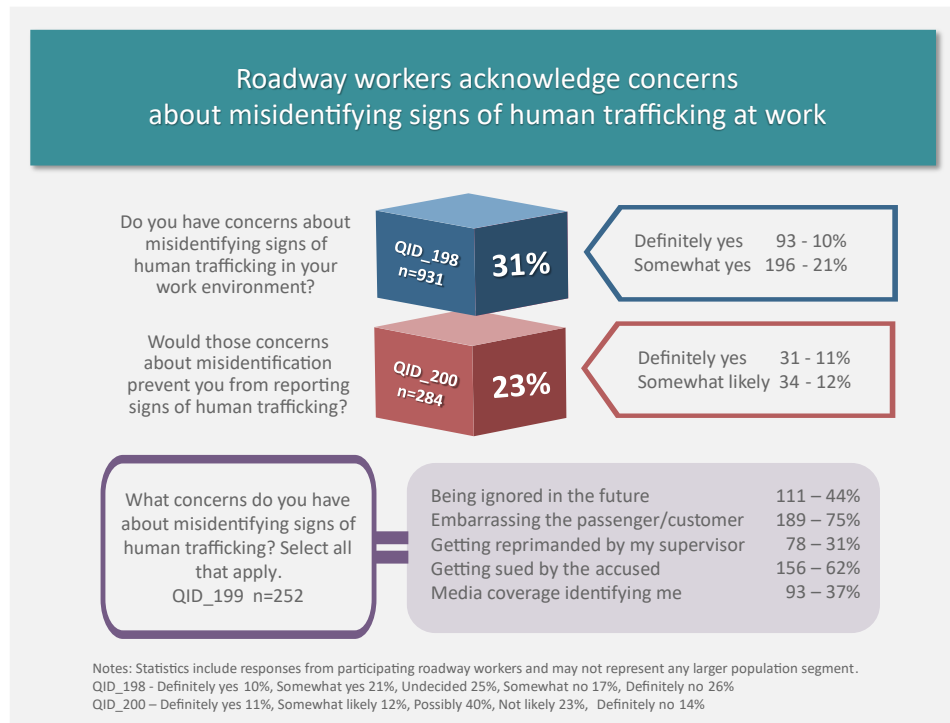


Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

One aspect of the NOST data shows frontline workers' differing perspectives regarding how each group combats human trafficking. While roadway workers expressed their confidence in reporting signs of human trafficking, additional data shows some concerns about misidentifying signs of trafficking. The NOST had 931 roadway workers report on whether they had concerns, and 31% indicated that concerns exist about misidentifying trafficking signs, with 25% saying they definitely did not have concerns. Of those who indicated concerns existed, 23% said that those concerns might prevent them from reporting about human trafficking. When asked what concerns existed, 75% said they did not want to embarrass the passenger/customer, 62% had concerns about getting sued by the accused, 44% felt like they may get ignored in the future, 37% were concerned that the media would identify them, and 31% shared concern about having a supervisor reprimand them (Figure 70, pg. 98).

Depending on how the workers interact with the public, concerns may vary with each roadway worker. More efforts must be implemented to protect roadway workers, so they feel the confidence to “see something, say something.”

Figure 70



Inspection, Processes, and Technology

As noted earlier, inspection processes and technologies may provide insight into some practical aspects of discovering signs of human trafficking in those settings. NOST data reflects the opinions of those associated with these tools. Respondents answered a question as to whether gaps in refrigerated truck inspection and reporting could allow humans to be transported and exploited. Among 118 answering this question, the responses were definitely yes (16%), somewhat likely (14%), possibly (45%), not likely (16%), and definitely no (9%) (Figure 71, pg. 99).

Respondents provided their opinions on the sensitivity of current observation systems in a related question. They were asked about the ability to detect a disparity with the cargo weight listed in the manifest that may reflect human trafficking. With 155 respondents, about the same number of respondents answered affirmatively (19%) as the number answering in the negative (22%), and most respondents were unsure (59%) (Figure 72, pg. 99). Yet, although it was a small sample, 93% of 40 respondents signaled that it was important to utilize new detection technology that uncovers the transport of humans as cargo (Figure 73, pg. 99). Respondents expressed a similar interest in improved sensing for human trafficking. Of 37 respondents answering this question, 35% were willing to wait more than 2 minutes at a weigh station for such new technology to operate, and 3% said no added time would be acceptable (Figure 74, pg. 100). There was no follow-up question to identify reasons why added time was unacceptable.

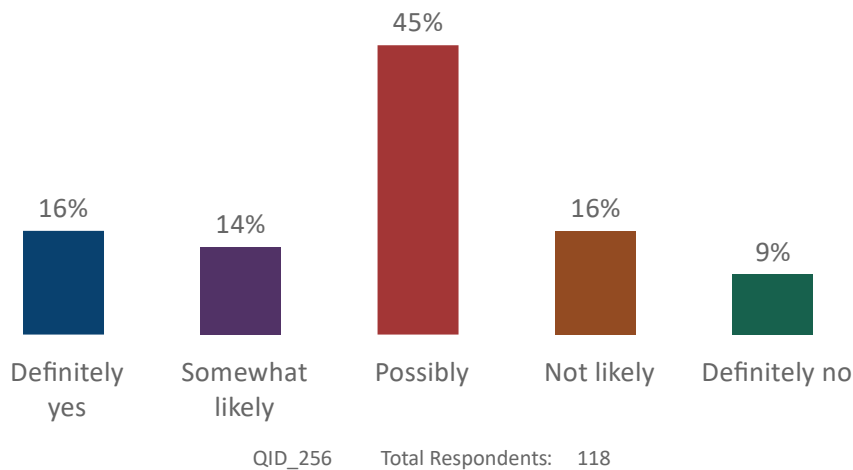
Sentiments Regarding Tools for Combating Human Trafficking, Including Sanctions and Training

There is increasing investment in training truck drivers. New requirements render such training mandatory in several instances. Respondents answered several questions pertinent to instituting training requirements to

reduce risk. On July 23, 2019, FMCSA announced a final rule that permanently bans drivers convicted of human trafficking from operating a CMV for which a commercial driver's license or a commercial learner's permit is required.¹²⁷ Among 924 NOST respondents, 87%-92% agreed that operators in other modes should lose their license for participating in human trafficking; such a severe deterrence mechanism calls for effective training to equip the workforce with information on the human trafficking topic (Figure 75, pg. 100). The respondents appear receptive to training, and there is a potential for higher demand. More than three-quarters of 114 (78%) had received human trafficking training for CDL holders, while the remaining 22% had not (Figure 76, pg. 101). When asked, "Should schools that provide commercial vehicle training include a course on human trafficking," 93% of 166 agreed (Figure 77, pg. 101).

Figure 71

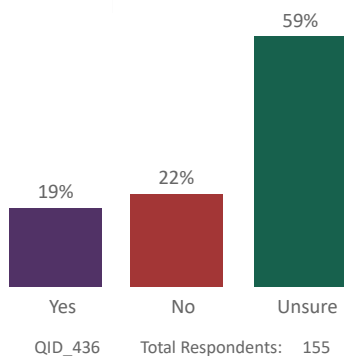
Based on your knowledge of the way refrigerated trucks are inspected before, during, and after transit, could gaps in the inspection and reporting system allow humans to be transported and exploited?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 72

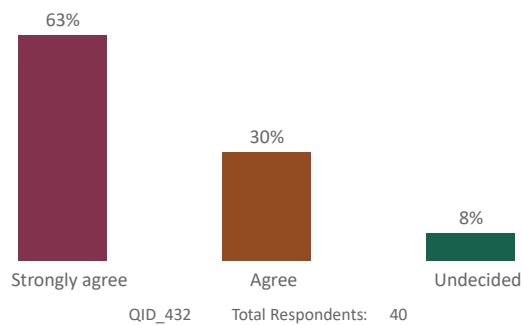
Are current observation systems sensitive enough to detect a weight disparity with the cargo listed on the manifest, that may reflect transport of humans?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 73

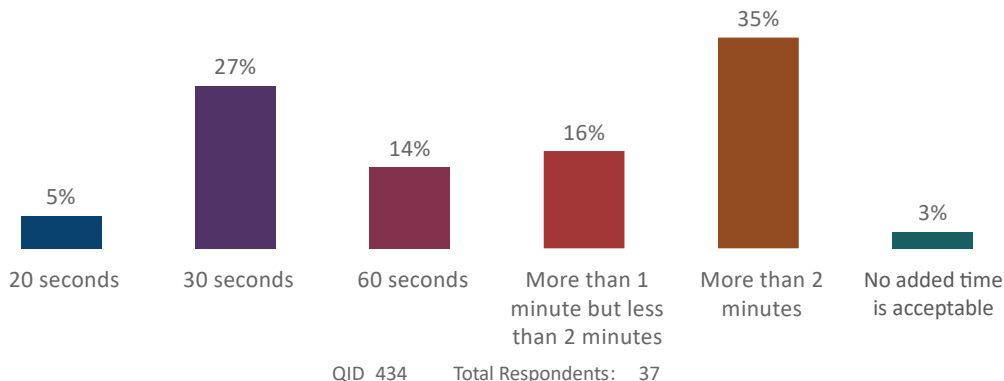
To what extent do you agree or disagree with this statement, "It is important to utilize new detection technology that uncovers the transport of humans as cargo."



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 74

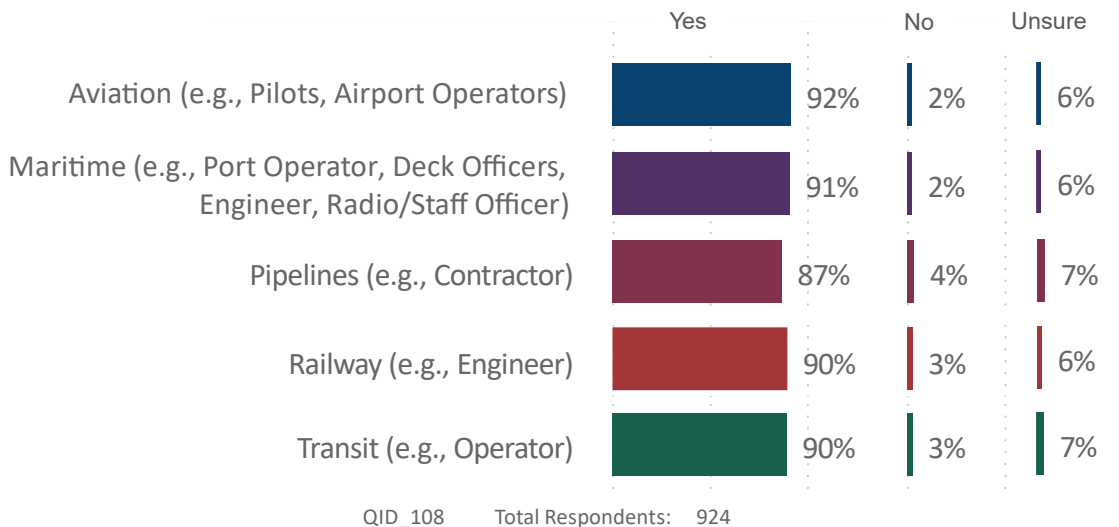
If utilizing new detection technology (that helps uncover human cargo) slows down the process at weigh stations, what amount of added time would be acceptable to you?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 75

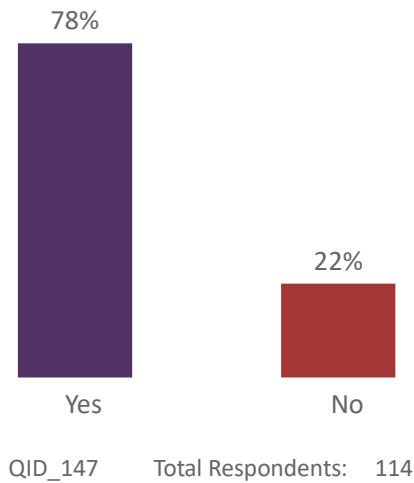
Currently, if a CDL driver is convicted of a felony for knowingly transporting people for purposes of human trafficking, they are banned from having a CDL license again. Do you support the introduction of a similar law for license holders and operators in the following modes of transportation who knowingly facilitate human trafficking? Select all that apply.



Note: Statistics include responses from participating roadway workers and may not represent any larger population segment. The “No Human Trafficking on Our Roads Act” prohibits an individual from operating a CMV for life if that individual uses a CMV in committing a felony involving a severe form of human trafficking. (Source: Federal Registry: Lifetime Disqualification for Human Trafficking, A Rule by the Federal Motor Carrier Safety Administration on 07/23/2019)

Figure 76

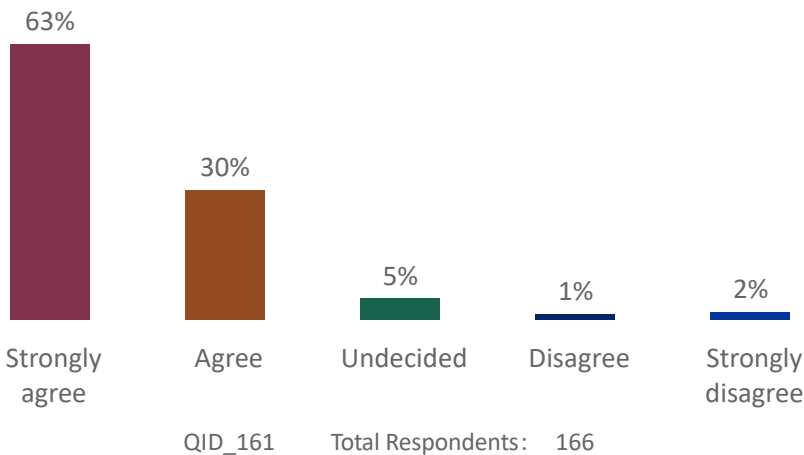
Have you taken human trafficking training for Commercial Driver's License (CDL) holders?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 77

Should schools that provide commercial vehicle training include a course on human trafficking?



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Recognizing how to improve training programs is essential. Roadway respondents (821) selected human trafficking training topics that showed the greatest interest in topics relating to human trafficking indicators (85%) and human trafficking laws (81%); all but two potential training subjects were of interest to more than half of the respondents (Figure 78, pg. 102).

Figure 78

Would you like to receive human trafficking training in the following areas? Select all that apply.



Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Concluding Thoughts

Roadway systems and technical infrastructure are complex but offer opportunities for counter-trafficking interventions. Working at the local, regional, national, and international scales, advocates and other experts have successfully ensured that reporting and other tools are in place. At the same time, public officials have sought to facilitate new approaches to meet the challenge. NOST data provides a view into the sentiments of the broad range of personnel who work within the roadway system and who can be stewards and implementers of the anti-human trafficking mission.



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Transit: Local Counter-Trafficking Efforts

By Kristen Joyner

“Human trafficking takes place on every mode of transportation in America, and we must change that...I ask all transportation professionals to join this effort, and it’s equally important for commuters and travelers to be empowered to recognize and report signs of human trafficking anywhere it happens in our transportation system.”¹²⁸

-U.S. Secretary of Transportation Pete Buttigieg (December 2021)

Secretary Buttigieg’s charge to the traveling public aligns with the federal government’s National Action Plan to Combat Human Trafficking Priority Action 2.1.4, to increase access to public awareness materials focused on victim identification.¹²⁹ The scope and activities of these objectives seem vast but are not unfamiliar.

People rely on public transportation for educational opportunities, jobs, and healthcare. Many utilize transit for social events, to see grandchildren, or to be more environmentally conscientious. Transit is an economic driver and a job creator. Public transportation provides the interconnectivity that we want to experience and represents the mosaic of our communities, regardless of age, race, nationality, sexual orientation, or socio-economic level.

This chapter presents data from transit agencies in the United States (U.S.) and some from the National Outreach Survey for Transportation (NOST) collaborators and Oversight Agencies (OA) in Brazil, as will be indicated in the text. The terms public transportation and transit are used interchangeably throughout this chapter. The following are common categories of public transportation and transit modes:¹³⁰

- *Fixed route* - local service, where vehicles may stop every block or two along a route several miles long with regular service schedules, operating on fixed rails in the right-of-way that is often separated from other traffic for part or much of the way.
- *Demand-response/Paratransit* - transportation service that provides individualized rides without fixed routes or timetables. It is initiated in response to calls from passengers or their agents to the transit operator, who then dispatches a vehicle to pick up the passengers and transport them to their destination.
- *Ride-sharing* - prearrangement using vans or small buses providing round-trip transportation between the participants’ prearranged boarding points and a common and regular destination.

Businesses rely on the ability to transport their goods and services from one community to another and across state lines, and the business of trafficking humans for commercial sex or labor is no different. Human trafficking is enhanced by access to public transportation. Traffickers also use transit hubs to scan for potential victims. In

a 2018 report by Polaris, 63% of reporting survivors stated that some combination of transit, such as public buses, subways, and publicly accessible transportation services, were used to facilitate their trafficking, including long-distance buses, taxis, and rideshares.¹³¹ Overall, 26 percent of Polaris survivor survey respondents stated that public and mass transportation played a role in at least one of their exit attempts.

Public transportation workers are on the front lines of this crime every day. They are the essential eyes and ears of the community. As Kendis Paris, former Executive Director, Truckers Against Trafficking (TAT) says to bus workers in a Busing on the Lookout training video, “most people are not in a critical position to make an impact, but you guys are.”¹³²



The intersection of human trafficking and public transportation is demonstrated in NOST data, which reveals a strong desire for transit workers to be informed about what to look for and how to report. This spirit ties directly back to the mission of public transportation and the deeply held conviction of responsibility for the people they serve.

Data, Findings, and Analysis

Survivor Insight

Survivors and Lived Experience Experts provide the most important findings in the NOST. Questions were asked to labor and/or sex trafficking survivors about how transportation intersected with their experiences. Although the sample cannot represent all survivor experiences, we include responses related to transit from survivors who participated in the NOST.

The NOST data has documented how human trafficking intersects with transportation, and in the survivor survey, 159 survivors documented how transit was used throughout their recruitment, exploitation, extraction,

or exit (Table 15). Data also confirms the forms of transit used during their relocation, in taking them to a sporting event, or in taking them to a medical facility (Table 16, pg. 107).

As transit workers look for signs of human trafficking, knowing where they may encounter victims is important. Among 164 survivors, 27% went to a bus station, and 8% went to a subway station. Ninety-five survivors confirmed locations where they entered the restroom, including 27% at the bus station and 3% at the subway (Table 17, pg. 107).

The survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* details survivors' negative and positive experiences with workers providing transportation services. As reported in that chapter, some received extra tips for being a repeat paying customer, while other survivors believed the transport drivers were on the payroll of a trafficker (Table 18, pg. 108). It is important to acknowledge that the minority of transport workers who engage in the abuse of human trafficking victims do not represent the larger population of workers who must be committed to combating this crime. Survivors also shared which workers offered help (Table 19, pg. 108). The data also highlights the different methods of transit that traffickers and trafficking victims use.

Table 15

	SURVIVOR PROVIDED QUESTION: Which transportation method(s) was used within a country? Select all that apply.		
	Recruitment	Exploitation	Extraction or Escape
Bus – Intercity (e.g., an inexpensive bus running between major cities)	5%	6%	2%
Bus – Long distance	5%	11%	3%
Bus – Paratransit (e.g., non-ER medical or disabled)	12%	11%	8%
Bus – Private	4%	6%	1%
Bus – Public	16%	15%	4%
Bus – Shuttle	9%	12%	7%
Bus – Trolley	9%	14%	3%
Van - Cargo	33%	42%	16%
Van - Passenger	5%	6%	1%
Vehicle for hire – Limousine	18%	22%	6%
Vehicle for hire – Rideshare (e.g., Uber, Lyft)	9%	10%	5%
Vehicle for hire – Taxi	4%	7%	4%
Unknown	4%	6%	4%
QID_49 Total Respondents: 159			
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.</p>			

Table 16

	Which transportation method(s) was used during your relocation? Select all that apply.	What transportation method(s) was used to take you to the sporting event(s)? Select all that apply.	SURVIVOR PROVIDED QUESTION: What transportation method(s) were used to transport you to a medical facility? Select all that apply.
Bus – Intercity (e.g., an inexpensive bus running between major cities)	8%	11%	7%
Bus – Long distance	12%	11%	4%
Bus – Paratransit (e.g., non-ER medical or disabled)	2%	5%	4%
Bus - Party	4%	14%	5%
Bus – Private	19%	21%	15%
Bus – Public	9%	9%	9%
Bus – Shuttle	12%	9%	7%
Bus – Trolley	1%		
Van - Cargo	3%	4%	2%
Van - Passenger	10%	11%	7%
Vehicle for hire – Limousine	5%	13%	2%
Vehicle for hire – Rideshare (e.g., Uber, Lyft)	4%	9%	7%
Vehicle for hire – Taxi	5%	7%	13%
Unknown	9%		
None of the above		4%	2%
	QID_340 Total Respondents: 97	QID_306 Total Respondents: 56	QID_316 Total Respondents: 55
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed-out boxes indicate responses were not asked for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.</p>			

Table 17

	While under the control of your human trafficker or their associate(s), did you go to any of the following locations? Select all that apply.	SURVIVOR PROVIDED QUESTION: Did you go into the restroom at any of the following locations? Select all that apply.
Bus station	27%	27%
Subway station	8%	3%
None of the above	28%	
	QID_302 Total Respondents: 164	QID_303 Total Respondents: 95
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed-out boxes indicate responses were not asked for that QID(question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.</p>		

Table 18

Did any of the following drivers have special payment arrangements with your human trafficker to help facilitate your exploitation? Select all that apply.		
	Received extra tips as repeat driver (paying customer)	Was on payroll of human trafficker
Bus driver	25%	44%
Private driver	18%	24%
Rideshare driver (e.g., Lyft, Uber)	11%	11%
Taxi driver	15%	10%
None of the above	17%	20%
QID_290 Total Respondents: 142		
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual. The NOST documents survivors' experiences that may vary regarding negative and positive interactions with different groups. Each experience must be acknowledged for evaluating, refining, and implementing counter-trafficking efforts. Although some transit workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of frontline workers who are willing to help combat human trafficking.</p>		

Table 19

Which transportation personnel offered to provide you with help? Select all that apply.	
Driver - Bus	19%
Driver - Limousine	8%
Driver - Rideshare	5%
Driver - Shuttle	3%
Driver - Taxi	8%
None of the above	14%
QID_326 Total Respondents: 37	
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.</p>	

NOST data shows that among 51 survivors, multiple forms of public transportation were used in unsuccessful attempts at exiting their exploitation, including 18% riding a public bus, 14% riding a long-distance bus, 12% riding a private bus, and 8% each riding a party or intercity bus (Table 20, pg. 109). Survivors shared where they stayed during their first week after exiting their abuse, including the bus station (13%) and on the bus itself (6%) (Table 21, pg. 109). Understanding how transit is used at different intervals of a survivor's experience is beneficial to recognizing signs of trafficking in different situations.

Table 20

	Which transportation method(s) was used during any unsuccessful escape attempt? Select all that apply.
Bus – Intercity (e.g., an inexpensive bus running between major cities)	8%
Bus – Long distance	14%
Bus – Paratransit (e.g., non-ER medical or disabled)	4%
Bus - Party	8%
Bus – Private	12%
Bus – Public	18%
Bus – Shuttle	2%
Bus – Trolley	2%
Van - Cargo	2%
Van - Passenger	4%
Vehicle for hire – Limousine	2%
Vehicle for hire – Rideshare (e.g., Uber, Lyft)	6%
Vehicle for hire – Taxi	4%
Unknown	2%
None of the above	2%
QID_449 Total Respondents: 51	
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.</p>	

Table 21

Where did you stay during the first week after you exited your human trafficking situation? Select all that apply.	
Bus	6%
Bus station	13%
Subway	5%
Transit station	1%
None of the above	3%
QID_444 Total Respondents: 152	
<p>Note: Statistics for transit include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.</p>	

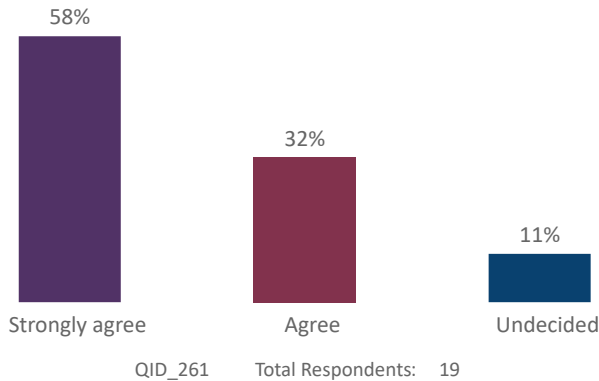
Safety and Understanding How Transportation is Used in Exploitation.

Transit workers believe it is extremely important to understand how their modes of transportation are being used to transport people for exploitation, whether it is sex or labor trafficking. Transit is considered a community transportation option so transit workers can build relationships with their regular customers. These close relationships enhance the desire to provide safe transportation and engage in activities that help provide a safer environment. This connection to the community manifested itself when 90% of 19 U.S. respondents stated they recognized their regular patrons (Figure 79, pg. 110). A further indication of the safety mentality and workforce

altruism is seen when all 193 U.S. and 55 Brazil respondents stated their desire for specific human trafficking awareness training (Figure 80).

Figure 79

To what extent do you agree or disagree with this statement, "I can recognize regular patrons on my route or at my work location."



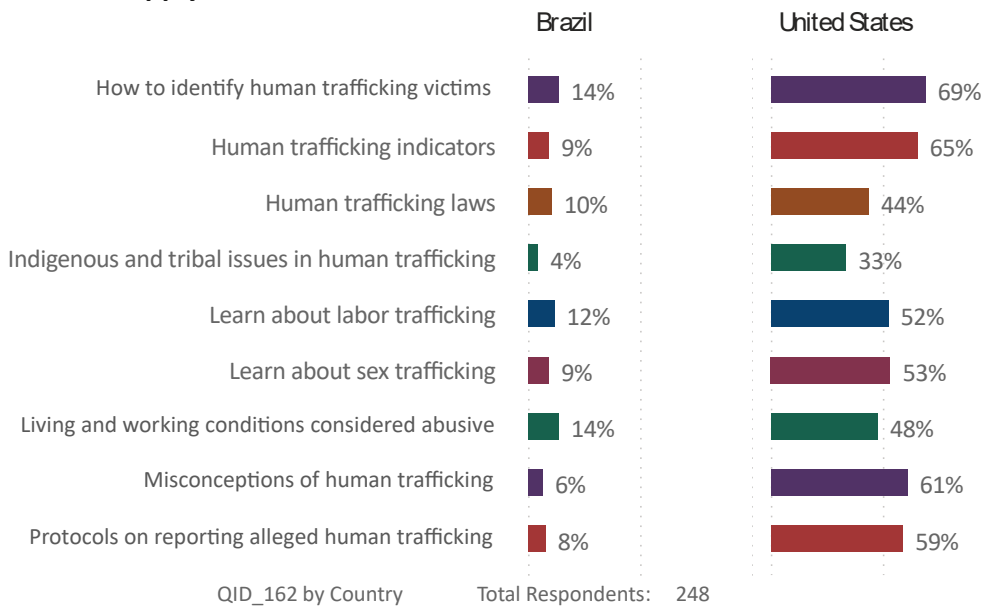
Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Occasionally, those opposed to asking transit workers to watch for signs of human trafficking will state that such vigilance impacts operational safety and that drivers already have too many safety issues. The transit workers themselves do not seem to feel such a burden. Seventy percent of 74 U.S. transit workers responded that they felt very confident to slightly confident that watching for potential signs of human trafficking does not affect the safety of operations. Among those who were undecided over impacts on the safety of operations included 22% in the U.S. and 67% in Brazil (Figure 81, pg. 111).

Confidence may increase further upon delivery of appropriate training and the creation of reporting procedures, to be discussed later in the chapter. There was also a consensus to improve counter-trafficking efforts in transit, with 97% agreeing there was a need for further improvements (Figure 82, pg. 111).

Figure 80

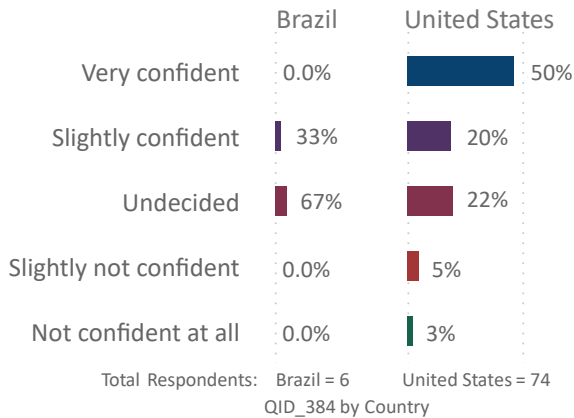
Would you like to receive human trafficking training in the following areas? Select all that apply.



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=55), United States (n=193)

Figure 81

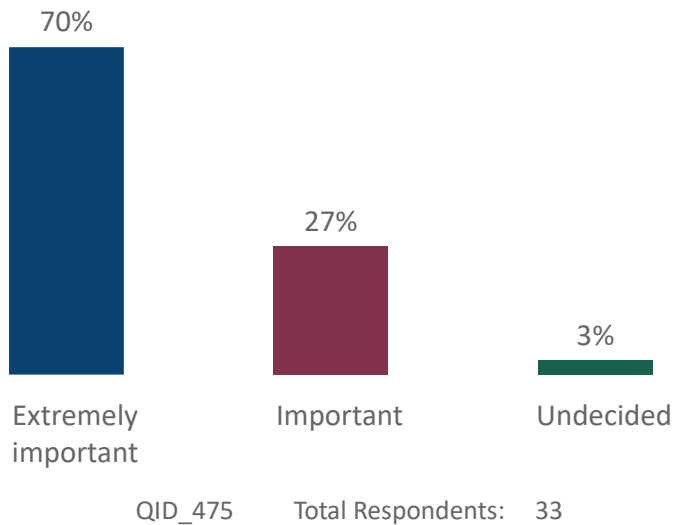
How confident are you that watching for potential signs of human trafficking does not affect the safety of operations?



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment.

Figure 82

How important is it to improve counter-human trafficking efforts in transit?



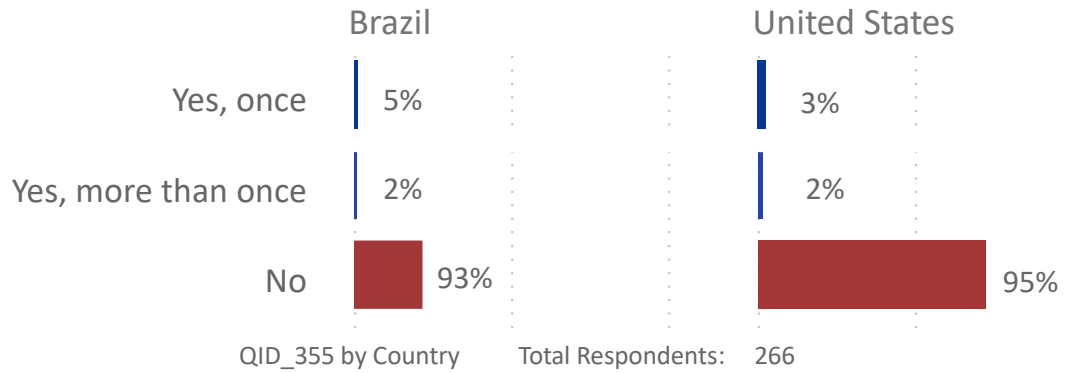
Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Encountering and Understanding Victims Using Public Transit

As for encountering victims of human trafficking, there was a range of experiences and perceived experiences. Only 5% of 204 U.S. respondents and 7% of 62 Brazilian respondents said they had been approached by someone seeking help (Figure 83, pg. 112). U.S. respondents stated how likely it was to have an encounter with a victim of human trafficking, responding definitely yes (18%), somewhat likely (20%), possibly (28%), not likely (33%), definitely no (3%) (Figure 84, pg. 112). Ninety-two percent had not yet reported a suspected incident of human trafficking (Figure 85, pg. 113).

Figure 83

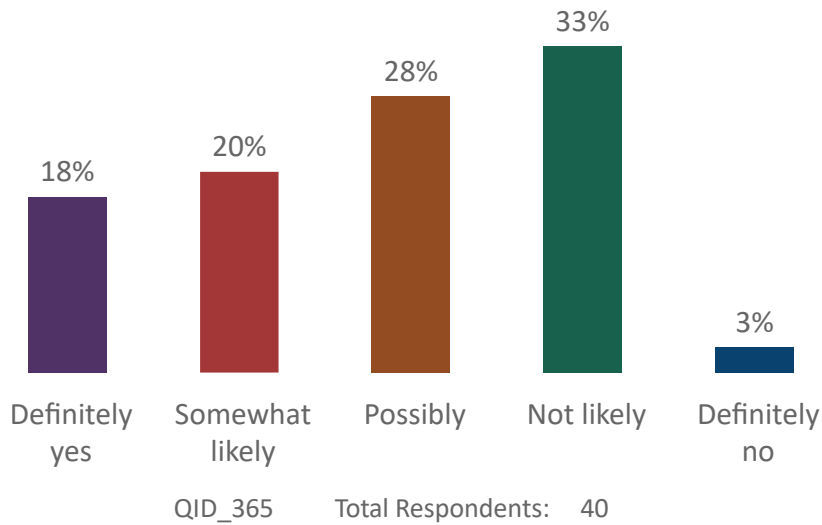
In your current professional role, have you ever been approached by someone seeking help to escape an abuser?



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=62), United States (n=204)

Figure 84

In your current job, how likely is it that you will directly encounter a person who may be a victim of human trafficking?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 85



In your current profession, how many times have you reported potential signs of human trafficking?

92% Have never reported signs of human trafficking

QID_182 Total Respondents: 266

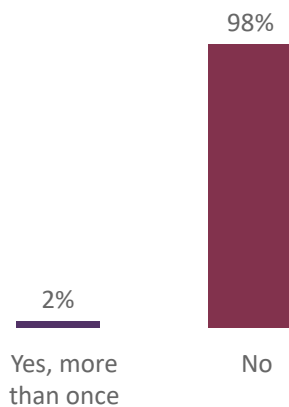
Note: Statistics include responses from participating transit workers and may not represent any larger population segment. Additional responses include the number of times that signs of human trafficking were reported at work by the respondent: 1 to 2 (7%), 3 to 4 (1%), 5 to 6 (0.4%).

Ninety-eight percent of 44 U.S. transit employees have not been directly asked for help by a traveler who has been held against their will (Figure 86), and 68% said they had not detected someone who appeared to be under the control of another person (Figure 87). Sixty-six percent believe that if a person with a disability is trafficked, there would be obstacles to requesting assistance or help (Figure 88, pg. 114). The survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* explores this sentiment in detail.

We understand there are many reasons that a person trafficked for sex or labor might not self-identify or come forward to ask for help. A portion of this NOST study involved interviewing survivors, one of whom informed the Principal Investigator that victims “have a fear of authorities, fear of retribution from abusers if found, threats against family members and other similar reasons.” It is reasonable to assume that a bus operator, train conductor, customer service representative, or transit police would fall into the category of “authority figures.” As a result, enhanced training in identification and reporting for transit workers is needed.

Figure 86

Have you ever been approached by a traveler asking for help because they were being held against their will?

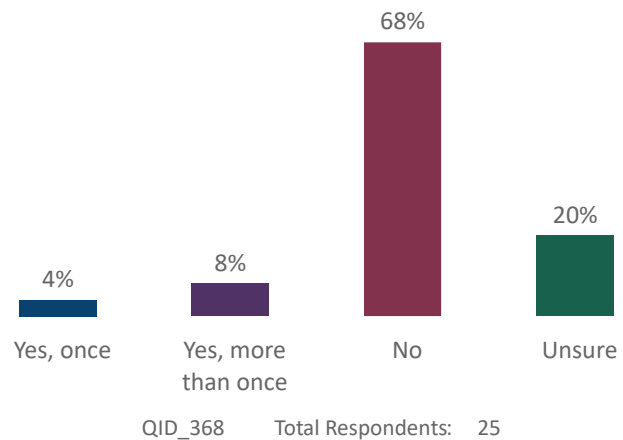


QID_356 Total Respondents: 44

Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 87

Have you ever transported passengers who appear to be under the control of another person?

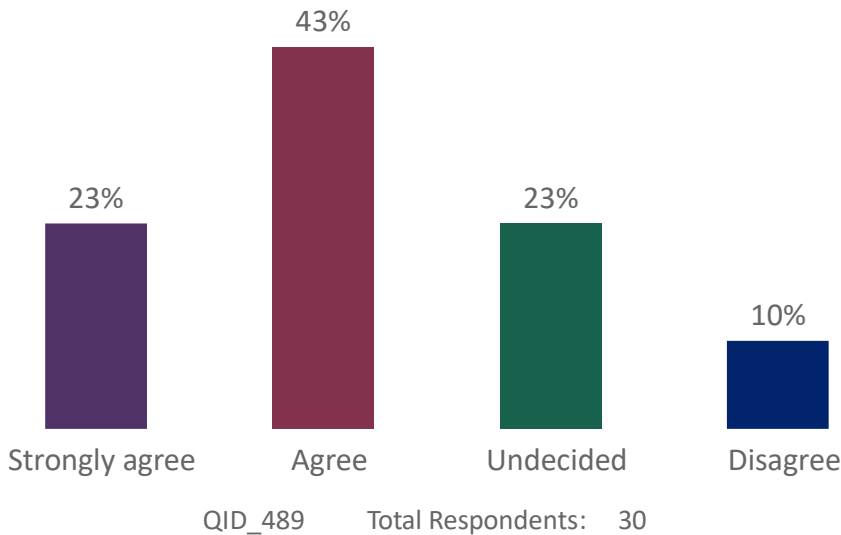


QID_368 Total Respondents: 25

Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 88

To what extent do you agree or disagree with this statement, "Obstacles can exist in public transportation for a disabled human trafficking victim wishing to come forward and request aid."



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Expressed Need for Training

The federal government has consistently kept the fight to end human trafficking at the forefront of national policy. In February 2020, Acting FTA Administrator Jane Williams expressed then-Transportation Secretary Chao's desire to increase training efforts for frontline transit employees on detecting the signs of human trafficking and report. They publicized compelling stories from the Santa Clara Valley Transportation Authority (VTA) and Southeastern Pennsylvania Transportation Authority (SEPTA). In both cases, bus operators intervened to save children from potential trafficking. Both operators credited the recent human trafficking awareness training they had received with knowing the signs of what to look for and what to do to help.¹³³ The next administration appointed VTA's head, a proponent of countering human trafficking, as its own FTA head.

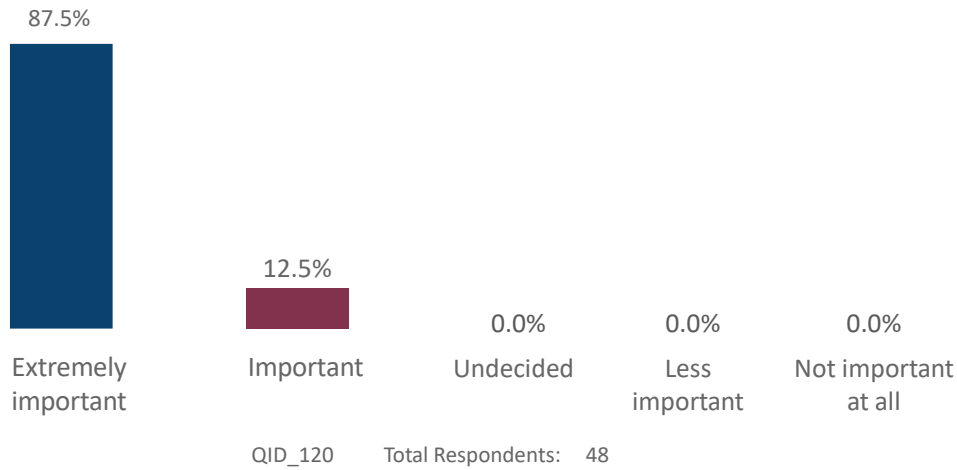
NOST research confirms that the transit workforce welcomes training and education. While a small sample, 100% of 48 transit workers believe it is extremely important or important for the transportation sector to understand the forms of human trafficking utilizing transportation services (Figure 89, pg. 115).

Transit has a strong foundation for being community leaders in safety. Transit agencies have worked hard to provide a safe place for passengers to ask for help if they are in a situation where their safety may be compromised. When transit workers were asked, "Are your buses designated as a Safe Place for passengers?", 86% of respondents to this question provided a resounding "YES!" (Figure 90, pg. 115).

When asked to confirm the type of human trafficking training received, 50% of 204 U.S. and 2% of 57 Brazilian respondents have had training on sex trafficking, and 29% in the U.S. and 2% in Brazil have had training on labor trafficking (Figure 91, pg. 115).

Figure 89

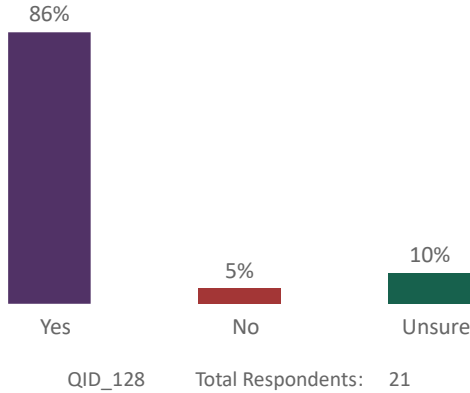
How important is it for a transportation company/agency/organization to understand the forms of human trafficking utilizing their transportation services?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 90

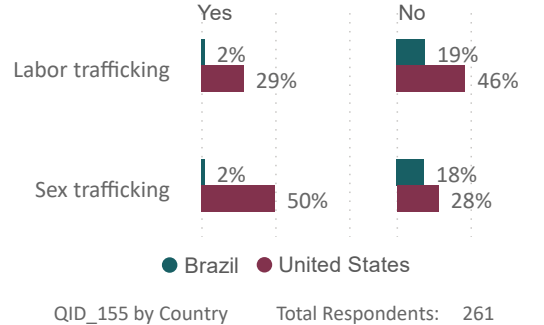
Are your buses designated as a "Safe Place" for passengers?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 91

Have you received training on the following types of human trafficking? Select all that apply.



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment.

While answers to the above question show that both sex and labor trafficking topics are in some training of public transit employees, there is a disparity in the coverage of each. Leaders at different levels of government have noticed and looked for ways to expand their contributions to the range of anti-human trafficking work. In the Louisiana Legislative Auditor’s report from February 2020, *Challenges and Gaps in Louisiana’s Efforts to Address Human Trafficking*, State Auditor Daryl Purpera states, “We also found that because Louisiana has focused most of its efforts on sex trafficking, awareness of the problem of labor trafficking and efforts to address it are lacking.”¹³⁴

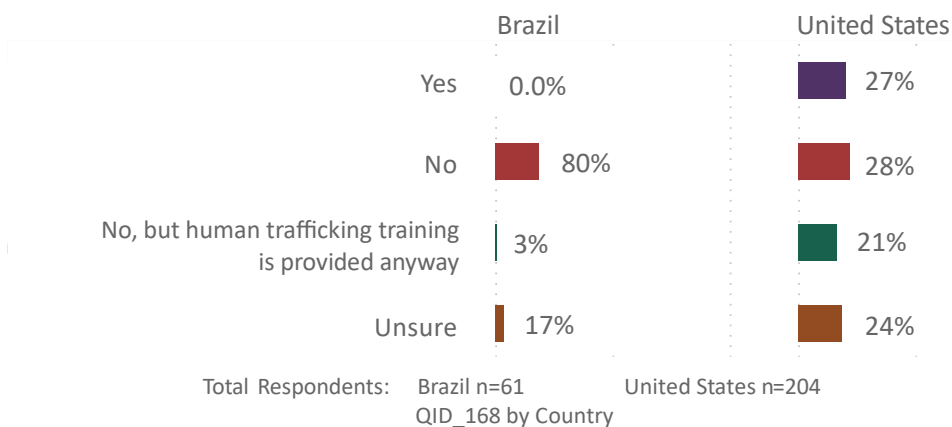
In 2021, state officials distributed the NOST to many workers and continued or enhanced its contributions with other partners. Also in 2021, in recognition of its training, education, legislative efforts, and partnerships, the Louisiana Department of Transportation placed 2nd in the U.S. Department of Transportation’s (USDOT) Combating Human Trafficking in Transportation Impact Award.¹³⁵



Training is needed across the range of public transportation agencies in the U.S., and directives vary. Among transit agencies, less than half of their staff who participated in the NOST stated that human trafficking training was provided. Twenty-seven percent of U.S. respondents and none of the Brazilian respondents indicate that human trafficking is required at work; however, transit workers in both countries indicate that training is provided even though it isn’t mandatory, U.S. (21%) and Brazil (3%) (Figure 92).

Figure 92

Is human trafficking training mandatory at your current employment?



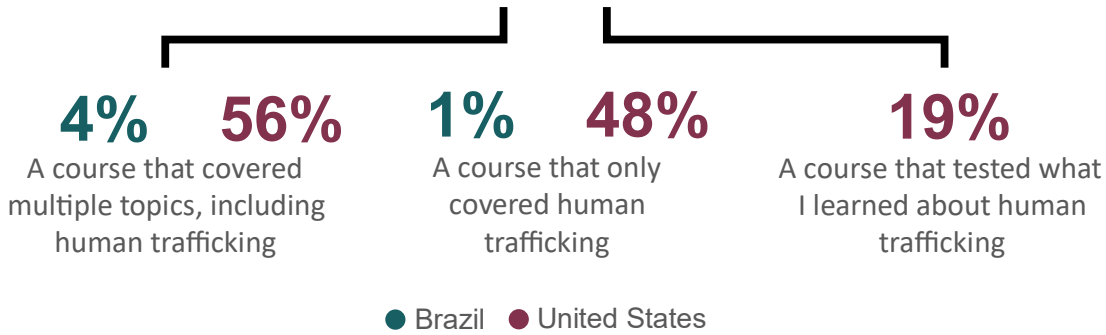
Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment.

New employees may have been onboarded but have not yet received anti-trafficking training or are unaware that training may be offered. Given survey length limitations, the NOST did not ask each respondent a follow-up question addressing this possibility. The reality is that more work needs to be done to increase the engagement among transit organizations with their employees on this issue.

The scope and detail of training are other factors for further study. More than half (56%) of 125 U.S. transit workers reported that human trafficking awareness was included along with other topics in the training they received rather than being the subject of targeted training (Figure 93).

Figure 93

Please describe the way you were taught about human trafficking. Select all that apply.



QID_163 by Country Total Respondents: 131

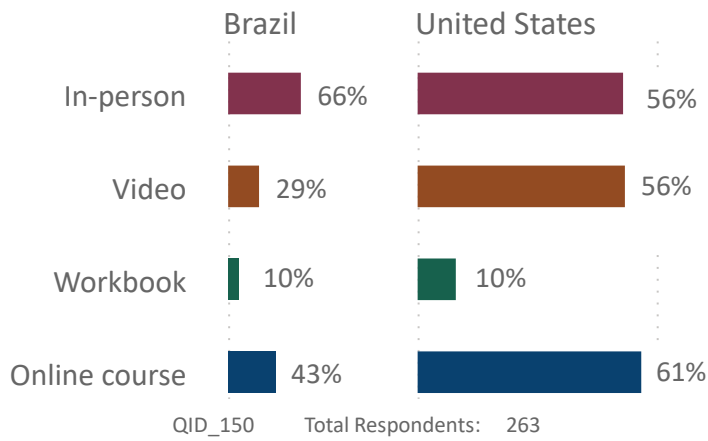
Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n= 6), United States (n=125)

NOST data provides a helpful view into the preferences of public transportation respondents, which may help to optimize training time. Of 202 U.S. and 61 Brazilian transit employees, few wanted to use workbooks. These workers preferred in-person training (56% U.S. and 66% Brazil), online courses (61% U.S. and 43% Brazil), and video training (56% U.S. and 29% Brazil), while only 10% of U.S. and Brazilian workers desired workbooks. (Figure 94, pg. 118).

Resources that are used for training and that are available on an ongoing basis are invaluable. Figure 95 (pg. 118) shows that most transit employees (U.S. at 26% and Brazil at 75%) do not have access to a resource card; however, 59% in the U.S. and 25% in Brazil said it would be helpful to have one. Figure 96 (pg. 119) suggests that 48% of respondents who are U.S. transit workers do not have access to a Busing on the Lookout (BOTL) dashboard sticker. These two resources are simple and effective: a wallet card explains what to look for and how to report, and the dashboard sticker presents information on how to report suspicions of human trafficking within a public transportation system.

Figure 94

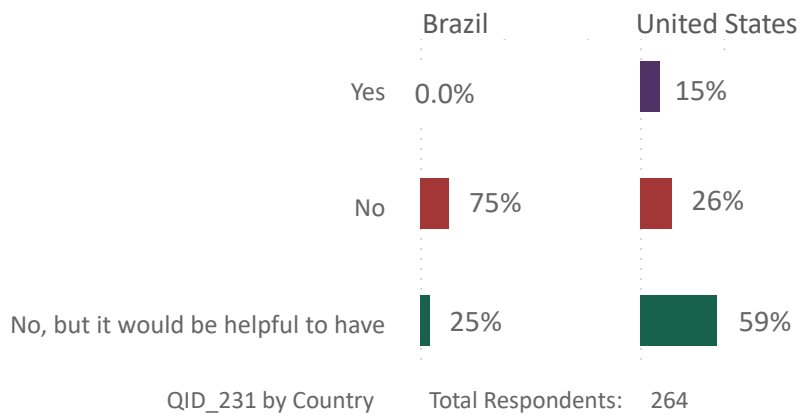
**What is your preferred method(s) for receiving training?
Select all that apply.**



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=61) United States (n=202)

Figure 95

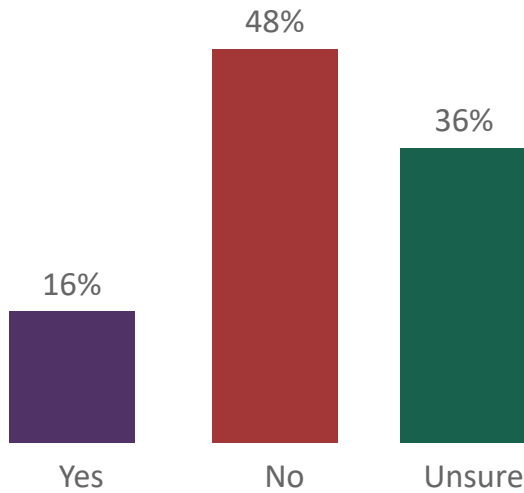
Do you have a resource card (e.g., wallet card) that includes signs of human trafficking?



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=60), United States (n=204)

Figure 96

Is there a Busing on the Lookout (BOTL) dashboard sticker in the bus(es) you are responsible for?



QID_165 Total Respondents: 25

Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Finally, two NOST questions asked about the length of training and whether training should be tied to commercial vehicle training, e.g., during the CDL licensure process. Answers varied between the U.S. and Brazil on the desired training length. Of 194 U.S. workers and 55 Brazil transit workers, 36% in the U.S. and 18% in Brazil thought 60 minutes of training would be adequate per year. Twenty-seven percent of U.S. and 15% of Brazil workers believed 90 minutes of training was appropriate, and 25% of U.S. and 18% of Brazil transit workers thought 30 minutes was enough (Figure 97, pg. 120).

Based upon practices in this subsector, it is very unlikely public transit agencies will be able to provide yearly training of 60 minutes devoted to human trafficking awareness, in part because there is a significant amount of regulatory training and requirements for transit operators to perform currently and adding more could burden agencies. Further analysis of the NOST data from respondent groups is needed to help determine the length of training desirable for this group.

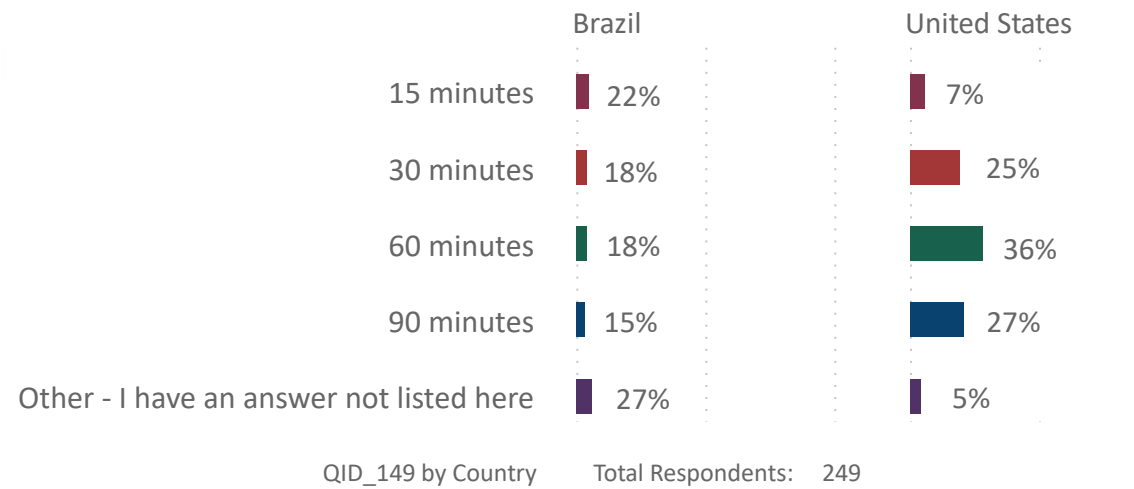
In a report transmitted by the USDOT to Congress, a USDOT federal advisory committee recommended the following: “Adopt Voluntary CDL Training: State DOTs should adopt voluntary human trafficking training for Commercial Driver’s License holders.”¹³⁶ While more information is needed, receiving human trafficking training earlier in driver careers could have a positive effect on identifying signs of labor and sex trafficking, particularly on transit agencies running vehicles larger than 15 passengers.

Respondents offered insight into human trafficking taught at schools providing CDL training. Data shows that 83% of 30 workers in the U.S. agreed or strongly agreed that human trafficking awareness training should be a part of commercial vehicle training (Figure 98, pg. 120).

When asked if transit workers believed other modes should ban their respective license holders for felony convictions for knowingly transporting victims of human trafficking, U.S. respondents replied yes almost three times as many transit workers in Brazil replied yes (Figure 99, pg. 121).

Figure 97

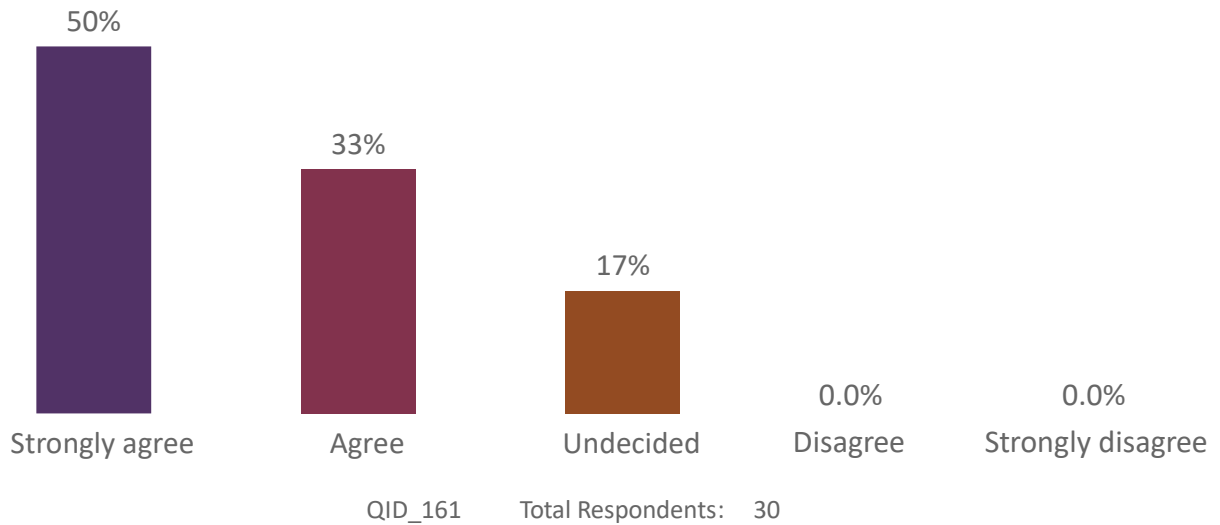
Considering the frequency of human trafficking training in one year, how long should human trafficking training(s) be for the frontline?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 98

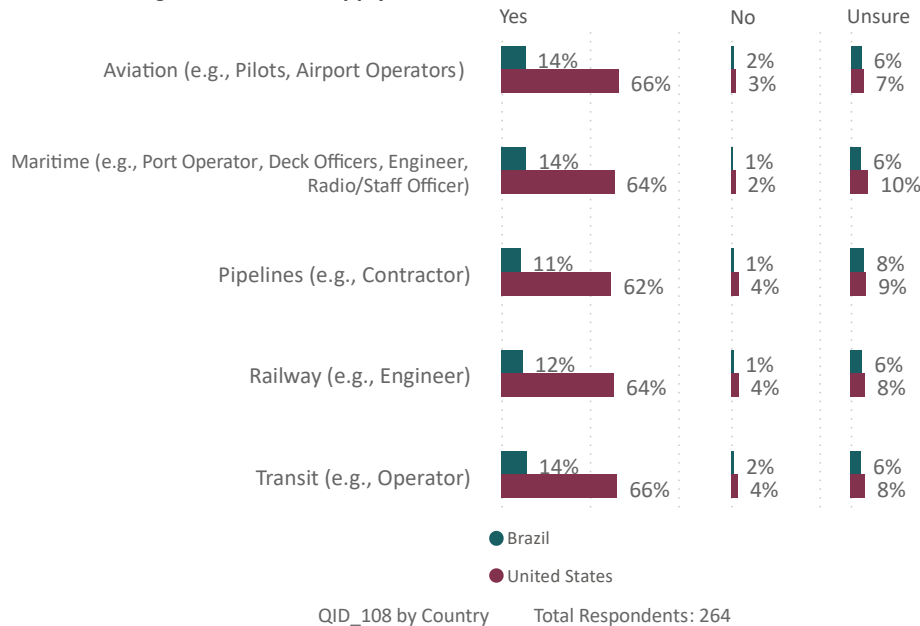
Should schools that provide commercial vehicle training include a course on human trafficking?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 99

Currently, if a CDL driver is convicted of a felony for knowingly transporting people for purposes of human trafficking, they are banned from having a CDL license again. Do you support the introduction of a similar law for license holders and operators in the following modes of transportation who knowingly facilitate human trafficking? Select all that apply.



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil respondents (n=60), United States respondents (n=204) The “No Human Trafficking on Our Roads Act” prohibits an individual from operating a CMV for life if that individual uses a CMV in committing a felony involving a severe form of human trafficking. (Source: Federal Registry: Lifetime Disqualification for Human Trafficking, A Rule by the Federal Motor Carrier Safety Administration on 07/23/2019)

A sanctioning approach is supported by transportation industry survey respondents, according to NOST data. This policy was the focus of a rule by the USDOT’s FMCSA, which provides that drivers convicted of human trafficking are to be permanently banned from operating a commercial motor vehicle for which a commercial driver’s license or a commercial learner’s permit is required.¹³⁷ NOST data confirms that stakeholders may support similar laws for their respective modes.

“By enforcing a lifetime ban on any CMV [commercial motor vehicle] driver convicted of severe human trafficking, we aim to deliver a strong and effective deterrent to this abhorrent behavior...If a commercial driver is convicted of using their commercial motor vehicle related to human trafficking, that person will never be driving interstate commercial vehicles again.”¹³⁸
 FMCSA Administrator Ray Martinez

What a difference could be made - in every community across the U.S. - if transit agencies were provided educational materials and marketing efforts that would allow for more extensive training, greater public awareness, and enhanced intersections with business and law enforcement. NOST survey results can support such efforts with data-driven content for training.

Truths and Concerns About Reporting Suspected Incidents of Human Trafficking in Transit

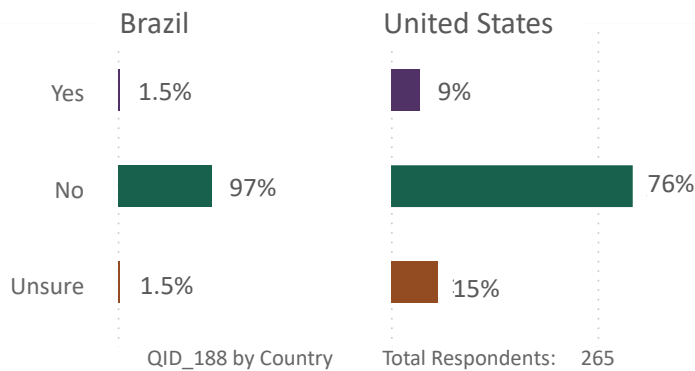
Reporting protocols should already be established at the time of training. This simple step increases confidence in reporting and improves training and understanding. Reporting protocols should address when to report, how

to report from the field, whom to report to, and the issue of anonymity. As noted in this report, TAT has collaborated with technologists to develop an app that facilitates reporting.¹³⁹ In addition to having helpful tools, understanding the processes of reporting suspected incidents of human trafficking should be a primary concern for transit agencies and their employees. NOST questions uncovered many opinions that were only discussed anecdotally in the past.

Figure 100 shows that 9% of U.S. and nearly 2% of Brazilian respondents report that they had observed signs of human trafficking in the last two years. Out of those, 55% of 18 transit workers in the U.S. reported their suspicions, while the remaining respondents said they had not reported suspected trafficking (33%) or preferred not to answer (11%) (Figure 101).

Figure 100

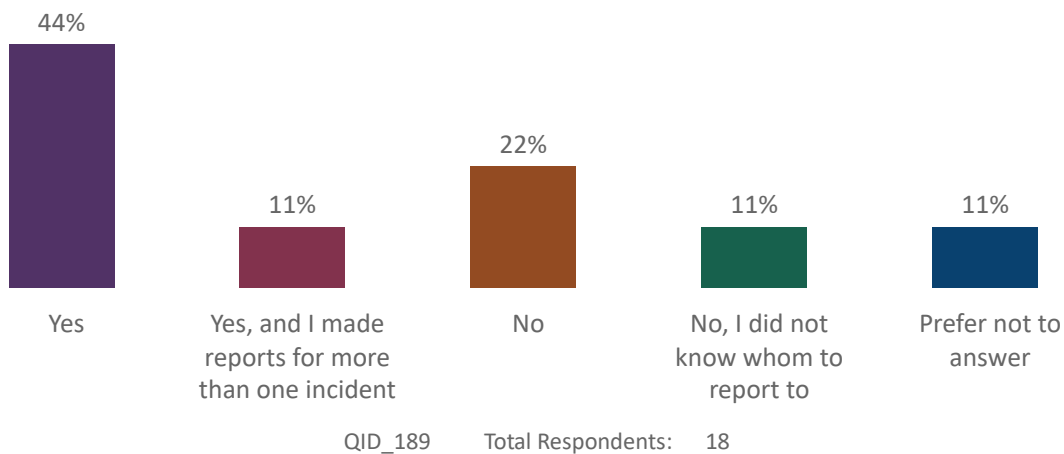
During the 2019 and 2020 calendar years, did you ever suspect that you had observed signs of human trafficking while on the job?



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=62), United States (n=203)

Figure 101

Did you report the signs of human trafficking to anyone?

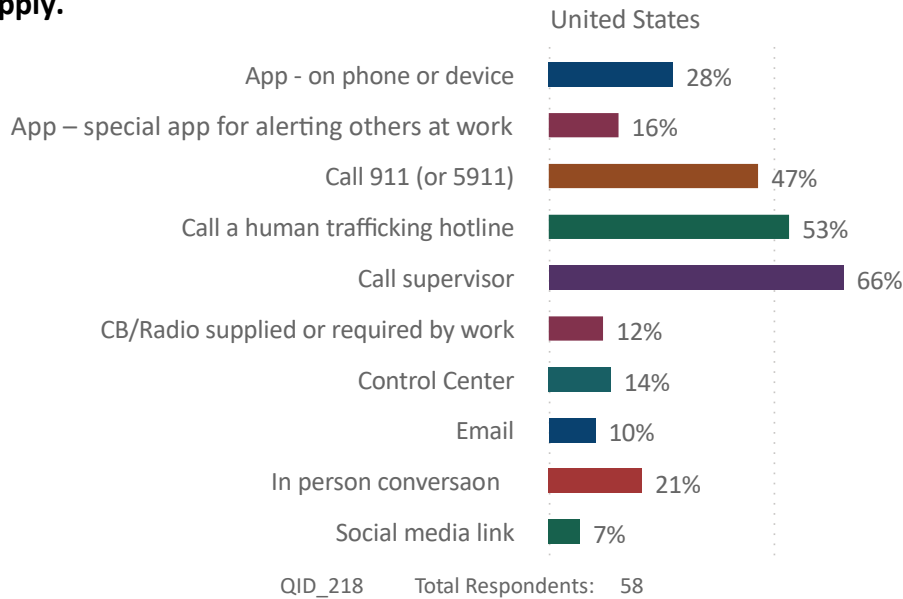


Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=1), United States (n=18)

Various methods and protocols emerged related to the internal reporting process and determining whether a situation is an emergency or non-emergency. For example, in answer to a NOST question about how a respondent would report signs of human trafficking, 66% of 58 U.S. respondents said they would call a supervisor, followed by 53% reporting to a human trafficking hotline (Figure 102).

Figure 102

How would you report signs of human trafficking? Select all that apply.



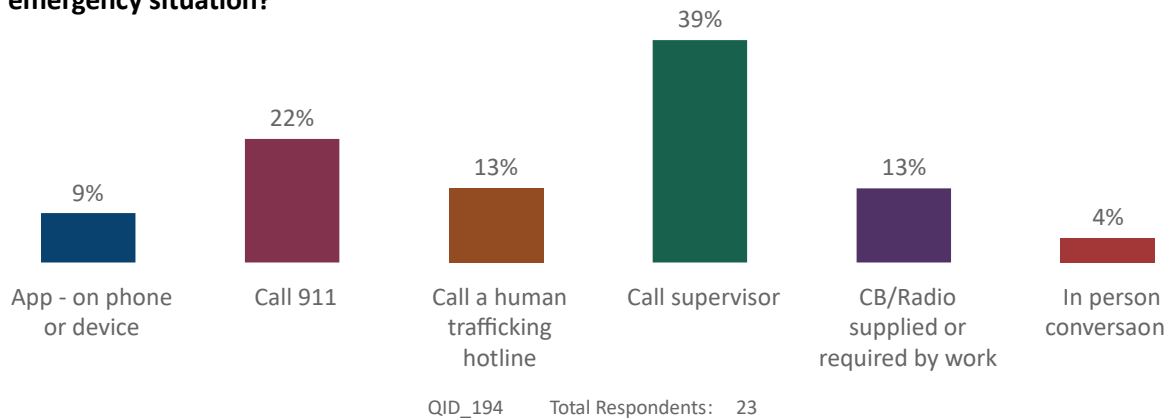
Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

A question asking the most effective way to report signs of human trafficking in a non-emergency situation revealed that 39% of 23 would call a supervisor or 22% would call 911 (Figure 103, pg. 124). These replies suggest a need for training and the establishment of clear protocols. Supervisors must receive training on - and educate their workers on - reporting processes. Further analysis of data and future studies may provide insight into when workers call 911 as a first response to identifying signs of human trafficking. Training may encourage people to call a human trafficking hotline before contacting 911. According to BOTL training and the National Human Trafficking Hotline, 911 should be called if “you or someone you know is in immediate danger.” For suspected cases not involving immediate danger, calling the National Human Trafficking Hotline at 888-3737-888 or texting 233733 has been recommended.¹⁴⁰ With that acknowledgment, local practices (e.g., pursuant to a human trafficking task force) may dictate calling a hotline or other approach.

Answers to two NOST questions revealed that in the U.S., 23% of 31 have not determined who should receive a report internally on suspected human trafficking, and 39% were unsure if there is a dedicated person to submit a human trafficking report to (Figure 104, pg. 124); however, 56% of 55 U.S. transit workers confirmed that they would talk with their supervisor first before reporting (Figure 105, pg. 124).

Figure 103

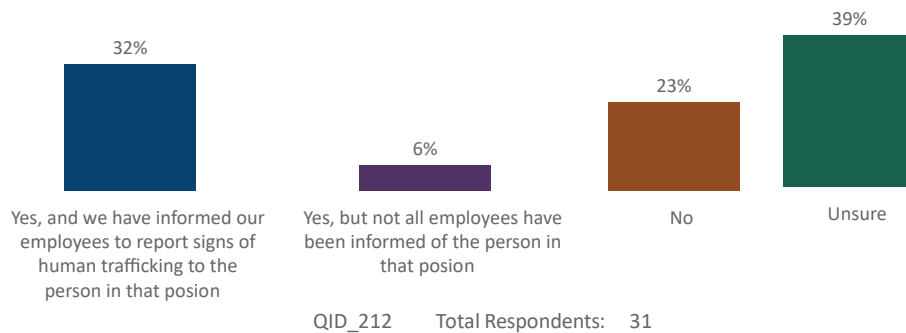
What is the most effective way to report signs of human trafficking while on the job in a non - emergency situation?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 104

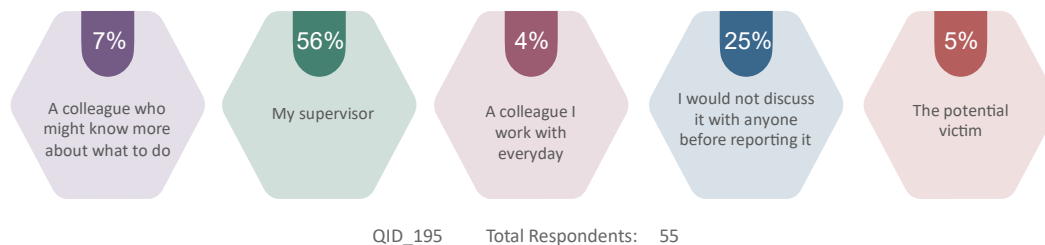
Do you have a designated in-house staff member to whom employees are to report signs of human trafficking?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 105

Whom are you most likely to discuss your suspicions of human trafficking with before deciding to report them

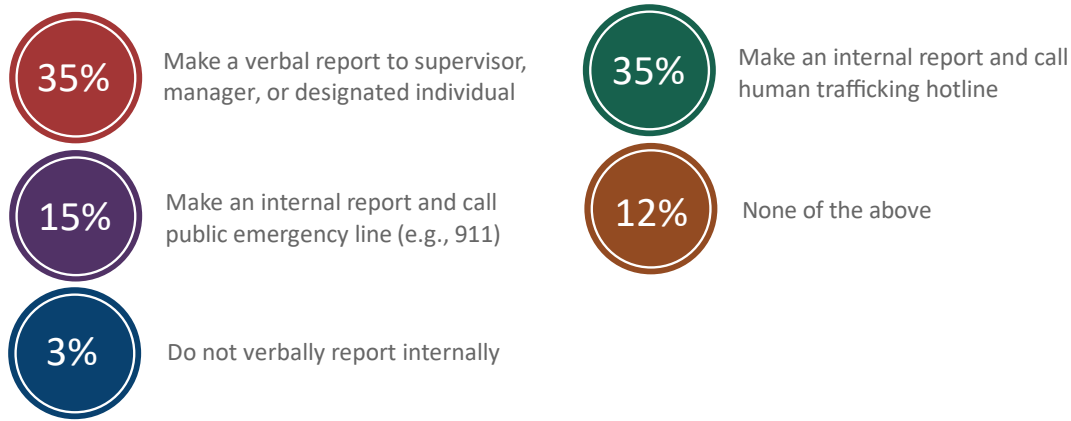


Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

This approach is supported by 35% of 34 U.S. respondents, who stated that employees are told to report suspected human trafficking incidents to a supervisor, manager, or designated individual (Figure 106).

Figure 106

What approach is your employees told to use when reporting signs of human trafficking while at work? Select all that apply.



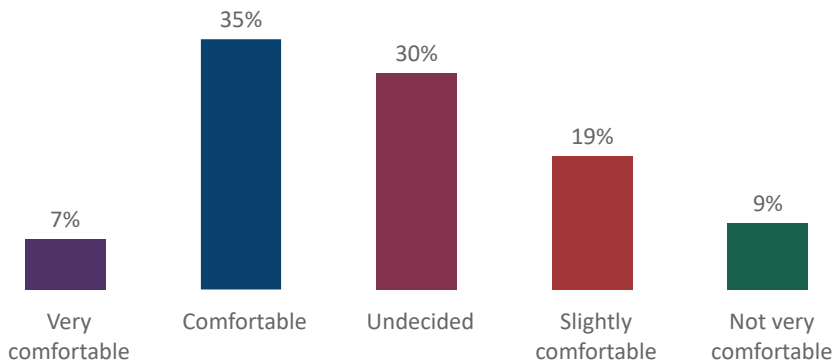
QID_210 Total Respondents: 34

Note: Statistics include responses from participating transit management or supervisors and may not represent any larger population segment.

Knowing what to do when reporting on potential human trafficking and feeling comfortable and confident enough to report are two different things. Among 43 U.S. transit workers, 42% indicated that workers are comfortable reporting potential signs of human trafficking (Figure 107). Separately, 13% of 204 U.S. transit workers were not confident reporting while on the job, while 66% indicated they had the confidence to file a report. Similarly, 30% of 60 Brazilian workers were not confident in filing a report, but 54% expressed their confidence in doing so (Figure 108, pg. 126). It is encouraging that frontline workers would feel comfortable filing a report if they were suspicious of human trafficking.

Figure 107

Do you think workers are comfortable about reporting potential signs of human trafficking?

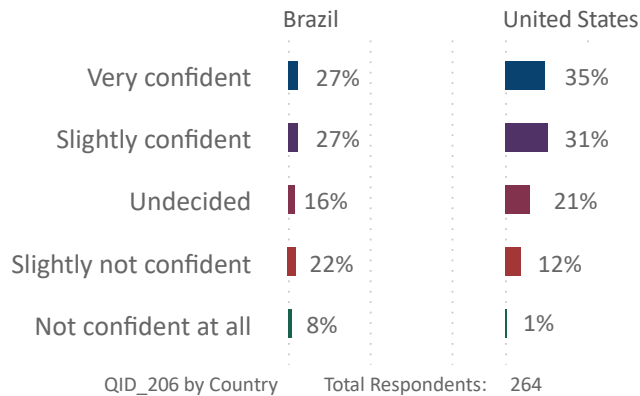


QID_196 Total Respondents: 43

Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 108

How confident are you in reporting suspected human trafficking observed while on the job?

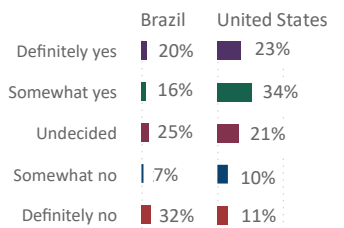


Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=60), United States (n=204)

When asked if they had concerns about misidentifying signs of human trafficking, among 202 in the U.S., 23% said definitely yes and 34% said somewhat yes, and among 60 in Brazil, 20% said definitely yes and 16% said somewhat yes. Eighty-five percent of 111 in the U.S. and 77% of 22 in Brazil said they did not want to embarrass a passenger or customer while being sued by the accused was the concern of 58% in the U.S. and 59% in Brazil. Also on their minds was the fear of being ignored in the future, being identified by the media, or being reprimanded by their employer. Of those who considered whether their concerns would prevent them from reporting, 22% of 109 in the U.S. and 18% of 22 in Brazil are not likely to report signs of human trafficking based on these concerns. Another 42% in the US and 36% in Brazil indicated that these concerns would possibly prevent them from reporting signs of human trafficking (Figure 109). The data suggests that even though people have these concerns about misidentification, they are still not likely to be prevented from reporting signs of human trafficking (36% in the U.S. and 32% in Brazil). More internal protections could be developed, implemented, and communicated to workers to ensure they feel protected if they report suspicion of human trafficking and are incorrect. The infographic (pg. 127) also shares the viewpoints of all transit respondents answering these questions.

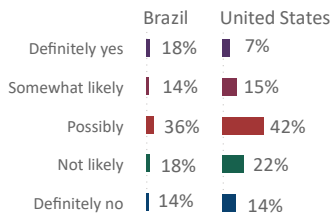
Figure 109

Do you have concerns about misidentifying signs of human trafficking in your work environment?



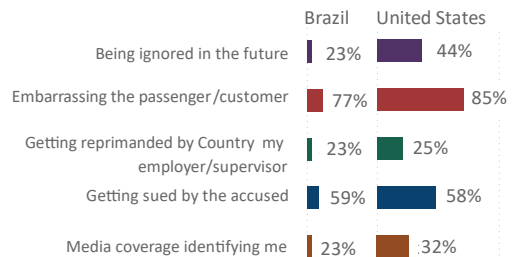
Total Respondents: Brazil n=60 United States n=202
QID_198 by Country

Would those concerns about misidentification prevent you from reporting signs of human trafficking?



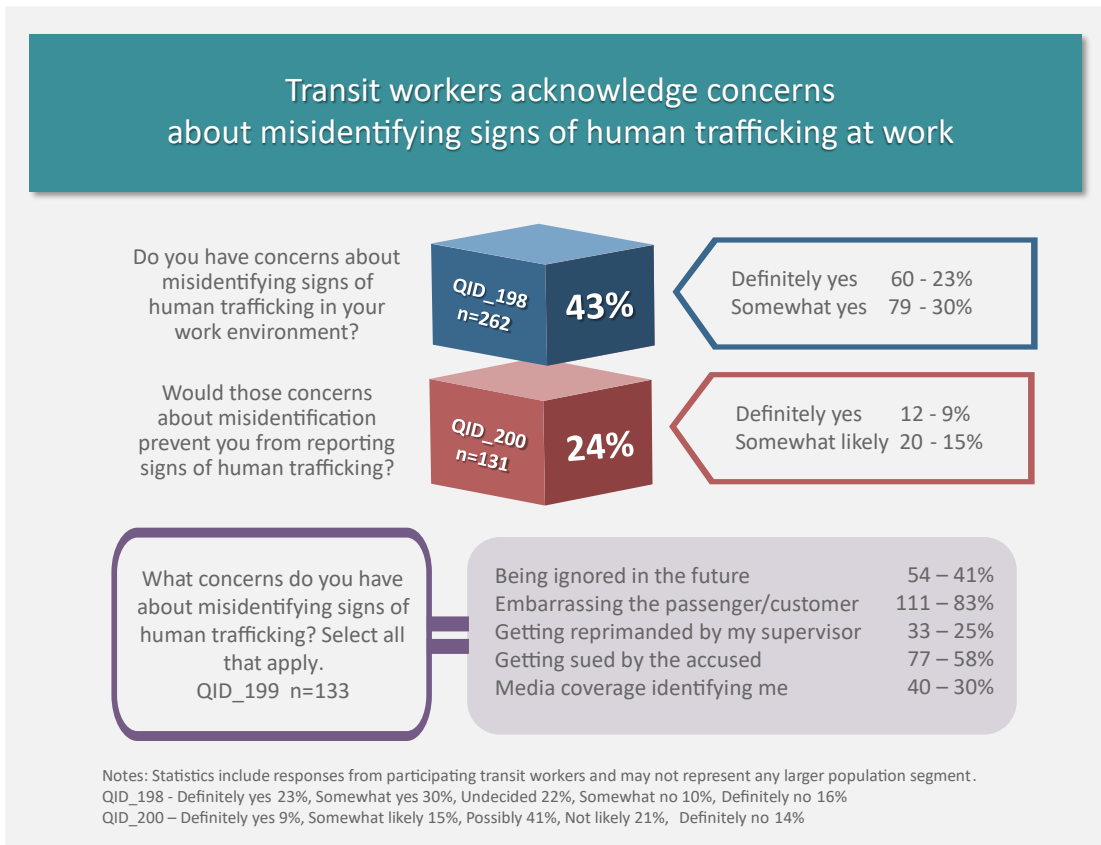
Total Respondents: Brazil n=22 United States n=109
QID_200 by Country

What concerns do you have about misidentifying signs of human trafficking? Select all that apply.



Total Respondents: Brazil n=22 United States n=111
QID_199 by Country

Notes: Statistics include responses from participating transit workers and may not represent any larger population segment. Source: United Against Slavery 2021 National Outreach Survey for Transportation (NOST)

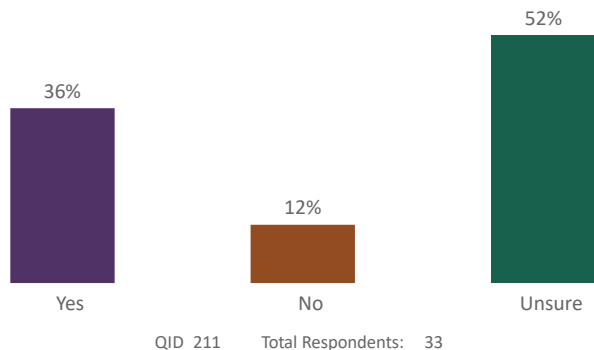


There is a gap in knowledge about protocols for protecting employees who report suspected cases of human trafficking and potentially misidentify those signs. Fifty-two percent of 33 transit workers in the U.S. responding about employee protections were uncertain if protocols were in place on how their employer would protect them if they reported signs of trafficking (Figure 110, pg. 128). Also, as shown in Figure 111, 55% of U.S. transit employees out of 202 and 24% of 59 Brazilian transit employees said the transit employer should be responsible for covering the financial costs if testifying in court was required due to a report of potential human trafficking. Policy, protocols, and training should address these and other topics to the frontline and administrative workers who may report on signs of human trafficking. The NOST data highlights the workers’ concerns in transit and other modes of transportation. In response, education on relevant processes could be repeated annually, including educating newly onboarded employees.

The collective effort to counter human trafficking has seen continual progress in reporting measures. The following is one recent example. In 2021, the University of South Florida’s Center for Urban Transportation Research and the Florida Transit Safety and Operations Network (within the state DOT) conducted a survey and found human trafficking awareness training but not a common reporting process.¹⁴¹ In response, they worked with TAT’s BOTL program and, in the summer of 2023, released a reporting template that the state’s transit technical training includes in its instructional content.¹⁴² This reporting tool example further illustrates the potential of transit’s collaborations with anti-human trafficking organizations.

Figure 110

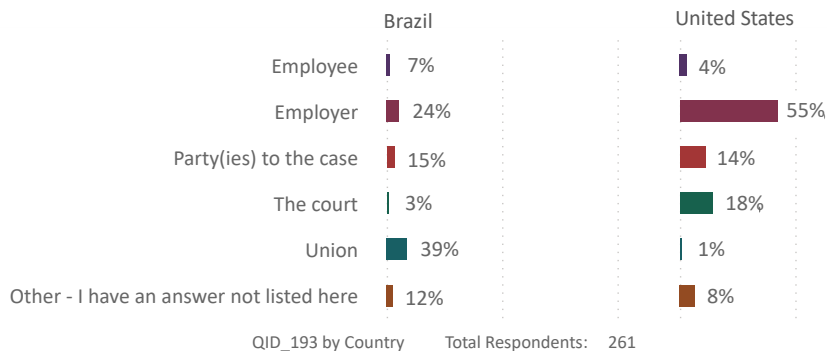
Are protocols in place so employees know they are protected if they report and misidentify signs of human trafficking?



Note: Statistics include responses from participating transit workers and may not represent any larger population segment.

Figure 111

If an employee must appear in court as a result of reporting signs of human trafficking, who should cover the financial cost associated with their participation in the case?



Note: Statistics include responses from participating transit workers in the United States and Brazil and may not represent any larger population segment. Brazil (n=59), United States (n=202)

Concluding Thoughts

Transit workers are essential contributors to the fight against all forms of human trafficking. Because workers see or interact with an agency’s patrons, transit operators should ensure that the workforce is provided with opportunities to recognize signs of abuse and, more specifically, signs of human trafficking. Workers in both the U.S. and Brazil share similar sentiments. If trained to identify labor and sex trafficking, they will use the tools and protections provided by transit agencies to report suspected signs of human trafficking. They also share their concerns about misidentification and want assurance that if they are to be the eyes and ears that report signs of trafficking, there will be controls to protect their privacy if they are incorrect in those assumptions. Transit agencies can work internally and externally to protect any transit worker wishing to report suspicions of human trafficking. Victims and their allies rely upon transportation workers to identify and report suspicions that may help lead to an exit from abuse.

About the Author

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Maritime: Combating Modern-Day Slavery in the Sea and on Land

By Mary Adams

Human trafficking in the maritime sector is a rapidly growing and complex set of crimes. Not only does it involve forced labor and sex trafficking at sea and on land, but it also acts as a predicative crime for additional illicit profit opportunities such as migrant smuggling, money laundering, drugs, and arms.¹⁴³ Labor exploitation also overlaps with fisheries crimes, making it both a human rights issue and an ocean ecosystem issue, drastically affecting the global seafood supply chain. *Seafood is the world's highest-traded food commodity, with enormous profits. The international seafood trade relies heavily on migrant labor and unsustainable fishing practices to meet the high demand for low-cost seafood. It is now recognized that human trafficking activities occur in fishing industries in most parts of the world.*¹⁴⁴

Mariners employed as seafarers or fishers can risk becoming potential trafficking victims. Inadequate salaries often characterize forced labor, challenging work conditions, and human and labor rights violations. In many ways, labor exploitation occurring in maritime is an invisible crime. *Vessels sometimes spend months to years at sea, impeding the escape from, or reporting of, labor abuse.*¹⁴⁵ The United States (U.S.) government, in seeking to enforce human trafficking laws or other federal statutes, has limited ability to investigate non-U.S. vessels in international waters.¹⁴⁶ This results in a heavy reliance on intergovernmental cooperation in boarding, inspections, victim identification, and prosecution. Maritime trafficking is specifically addressed in Principle 4.4 of the United States National Action Plan to Combat Human Trafficking (NAPCHT): *Strengthen federal anti-trafficking efforts through external partnerships.*¹⁴⁷ Priority action is recommended for developing partnerships within international frameworks to combat human trafficking in the maritime domain and the seafood supply chain.

Seafarers and fishers that are trafficked can seek help at ports but many fear retribution for self-identifying as a victim.¹⁴⁸ Forced labor and sex trafficking often happen at port facilities or onboard docked ships; survivors of human trafficking report that sailors can also be sex buyers.¹⁴⁹

In the global economy, ports are busier than ever, becoming potential human trafficking hot spots. Nearly 90% of the world's goods are transported by sea, translating into approximately 500 million containers afloat annually.¹⁵⁰ According to Interpol, *traffickers bribe or coerce port employees to gain access to sealed shipping containers to conceal illicit goods and human beings among the legitimate cargo.*¹⁵¹ Unfortunately, discoveries of trafficked migrants in shipping containers and trucks have become a regular occurrence at ports and in their vicinity. For example, in October 2019, the bodies of 39 Vietnamese citizens were discovered in the back of a refrigerated lorry in an industrial park in Grays, Essex, England. When the UK police investigated, *the trafficked migrants' route was traced back to the Belgian Port of Zeebrugge, where the container made it through security*

*under the pretext that it was carrying biscuits and cookies.*¹⁵² Others among those 500 million containers annually may be hiding human trafficking crimes.

*Criminal groups involved in smuggling people across borders illegally are adept at treading softly, side-stepping law enforcement, and almost always working beneath the notice of the wider public.*¹⁵³ With more than 42,000 frontline Customs and Border Protection officers and agents protecting nearly 7,000 miles of land border and 328 ports of entry (including official crossings by land, air, and sea), Customs and Border Protection is uniquely situated to deter and disrupt human trafficking. Within the agency, Customs and Border Protection has implemented comprehensive training for its frontline personnel to recognize potential instances of human trafficking and to take appropriate actions when encountering human trafficking victims.¹⁵⁴ This means that ports have become a critical checkpoint in preventing, intervening, and identifying human trafficking victims.

*The NAPCHT addresses Maritime's land-based exploitation through Action 4.4.2: Provide information to the private sector on the threat of human trafficking to better identify human trafficking facilitators and victims.*¹⁵⁵ Recommended intervention and prevention activities include raising awareness using marine-targeted information and assessments with distinct typologies, indicators, region-specific information, and methodologies of traffickers.¹⁵⁶ Collaborating with the private sector provides insight into industries that intersect with human trafficking, *such as agriculture, transportation, hospitality, seafood, domestic work, health, education, technology, social media, and the financial sector, including cryptocurrency exchanges.*¹⁵⁷

Understanding Governance Issues: Territorial Jurisdictions

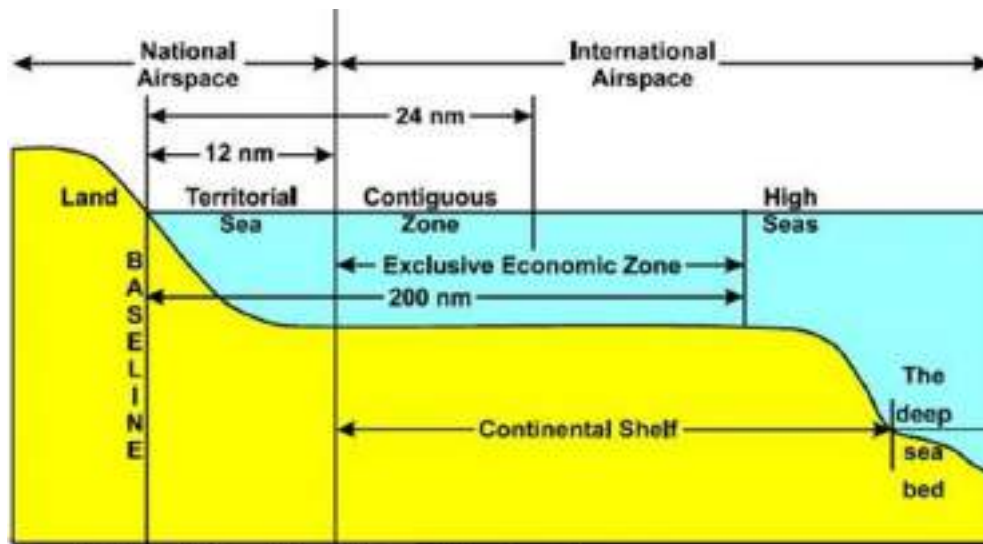
The United Nations Convention on the Law of the Sea¹⁵⁸ is a comprehensive regime establishing rules to govern the world's oceans and seas and their resources. Regulating and intervening in sea-based activities is difficult because the world's oceans are subject to different jurisdictional regimes.¹⁵⁹ Jurisdiction refers to a state's power to act lawfully through legislative, executive, or judicial action; however, states' jurisdiction in places outside their territory and over foreign citizens is limited.¹⁶⁰

To visualize this jurisdiction concept, the diagram in Figure 112 (pg. 132) shows the maritime zones using nautical miles (nm), which determine a state's ability to intervene.¹⁶¹ The High Seas, or international waters, are open to all coastal or landlocked states.¹⁶² This provides traffickers with the ability to *exploit their local knowledge and maritime expertise to evade capture, boarding, and inspections by law enforcement authorities.*¹⁶³

The concept of jurisdiction permits recognition of a coastal nation-state's authority to pursue vessels beyond its contiguous national zone if it believes violations of its laws and regulations have been committed. For example, the U.S. Coast Guard has the authority to board U.S. vessels in waters subject to U.S. jurisdiction and international waters to enforce federal laws and regulations; however, when U.S. vessels are in foreign territorial seas, boarding requires permission from foreign coastal states. When a foreign-flagged vessel is in U.S. territorial waters, the U.S. Coast Guard can board regardless of consent from the flag state when the vessel is not engaged in maintaining peace and not jeopardizing the security of the coastal state.¹⁶⁴ While applicable within U.S. waters, this rubric makes it very challenging to spot indicators of human trafficking on foreign-flagged vessels that do not enter U.S. territory.

Figure 112

Maritime zones using nautical miles



Source: Parliament of Australia House of Representatives Committees

The U.S. has fewer direct levers to address human trafficking on fishing vessels whose catch never enters U.S. markets and where there is no other specific U.S. nexus. However, the U.S. government continues to exercise global leadership in the fight against human trafficking by negotiating and implementing treaties and international agreements, technical assistance, foreign assistance programs, and binding and non-binding measures within treaty bodies.

Many vessels fly what are known as ‘flags of convenience.’ This refers to the business practice of registering a merchant ship or fishing vessel in a sovereign State different from that of the ship owners to reduce operating costs or avoid certain regulations. Even if a flag state is willing and able to meet its obligations under International Maritime Organization and International Labour Organisation treaties, there may be practical constraints regarding when or how human trafficking can realistically be observed and whether vessels that employ trafficked labor would be surveyed and inspected.¹⁶⁵

Sex Trafficking and the Maritime Sector

Reports focusing on waterways provide insights into maritime sexual exploitation, including that some maritime professionals are also bystanders to this crime. Ports and waterfronts have long been associated with being venues for sex workers. Maritime demand presents traffickers with new profit opportunities. Traffickers often approach the maritime workforce as well as members of the community who are willing to board vessels to buy sex.

An example of the intersection of sex trafficking and the maritime transport sector occurred in the Great Lakes region. *Duluth-Superior is a diversified multimodal shipping hub, offering global cargo transport through the Great Lakes-St. Lawrence Seaway System, a land-based intermodal cargo terminal, free-flowing major highways and direct Class I rail service to the East, West and Gulf Coasts.*¹⁶⁶ This has made the port city of Duluth, Minnesota, a ripe target for trafficking, as noted in this report’s chapter, *“Indigenous Populations: Human Trafficking in Tribal Communities.”* Sex trafficking began with the concept of party boats when the waterways provided both a venue and a haven for sexual exploitation. Changes in national security after the terrorist attacks of September 11, 2001, plus increased human trafficking training for law enforcement, finally made such sex

parties riskier. Traffickers shifted tactics and moved their sex trafficking operations elsewhere, including to remote hunting and fishing camps.

Changes in the ship-based trafficking previously seen in Duluth Harbor also show how victim input continues to be a critical success factor in disrupting the human trafficking business model. In the last two decades, the stories of Duluth-area victims, including those of many Native Americans, have been shared. The result is programming such as the 24-hour hotline operated by PAVSA, the Program for Aid to Victims of Sexual Assault.¹⁶⁷

“We are a ship chandler, due to Covid we no longer board vessels. With this in mind it is highly unlikely we would observe any sign of this [sex trafficking]. The only thing I have seen are news articles reporting crews have been stranded on vessels with no means of leaving. These reports state this occurs due to a lack of funding by vessel owners.” *NOST Maritime Survey Respondent*

Child Labor in Fisheries and Aquaculture

Fisheries and aquaculture businesses are known to use forced labor. In response, the U.S. government convened its departments through an interagency task force in 2018 to examine legal and jurisdictional issues related to human trafficking on fishing vessels in international waters. The result was a comprehensive list of recommendations. It was recommended that leaders fill gaps, including the jurisdiction needed to detect forced labor (e.g., as related to corporate supply chain due diligence efforts), and further promote accountability by foreign governments. In the Task Force Report to Congress,¹⁶⁸ it was observed that simply designing reasonable policy solutions would not ease the human suffering of victims of exploitation in the fishing sector. It was noted that filling the gaps above could eventually reduce the human toll.

The challenge is enormous, however, based on the size of the commercial fishing economy. In 2020, U.S. businesses imported 6.1 billion pounds of seafood products valued at \$21.4 billion to meet a strong U.S. demand for seafood.¹⁶⁹ Details from relevant studies suggest there is a risk that some percent of U.S. imports are facilitated by child labor. In the *Guidance on Addressing Child Labor in Fisheries and Aquaculture* published by the Food and Agriculture Organization of the UN and the ILO, it was estimated that there are 215 million child laborers worldwide.¹⁷⁰ *Aggregate data indicate that about 60% of child laborers, over 129 million children, work in agriculture, including fisheries and aquaculture. Children are brought into various activities related to capture fishing, aquaculture, and associated operations (processing, marketing, and other postharvest activities), as well as in upstream industries, including net-making and boatbuilding. Children also perform household chores in their fishing and farming families and communities.*¹⁷¹ This UN/ILO report contains recommendations and advice at regional, state, national, and international levels to reduce child labor.

In the U.S., robust enforcement of the law prohibiting the importation of goods produced through forced labor¹⁷² has proven to be the essential tool available to counter the continued existence of slavery in overseas supply chains, including seafood supply chains.¹⁷³ Continued, vigorous enforcement by Customs and Border Protection is vital to eliminating slavery and child labor from seafood supply chains.¹⁷⁴

The private sector also has an international duty to stop seafood slavery. As noted above, the 2021 report to Congress looks to fill gaps related to corporate supply chain due diligence. Many tools are becoming available to help corporate seafood buyers assess the risk of forced labor, human trafficking, and hazardous child labor in

the seafood they purchase. Examples include the Monterey Bay Aquarium's Seafood Watch program, Liberty Asia, and the Sustainable Fisheries Partnership maintains a Seafood Slavery Risk Tool.¹⁷⁵

This can be addressed under the NAPCHT Principle 4.1, *Strengthen the understanding of human trafficking affecting the United States*. Specifically, the U.S. government must better combine sources of information to map the threat: who is involved, what illicit activity they are engaged in, and the associated financial flows.¹⁷⁶

Data, Findings, and Analysis

With the diversity of human trafficking criminal activities on land and sea and with knowledge and experiences residing in private and government domains, maritime data is challenging to collect. Maritime survey respondents represented approximately .09% of the total 3,896 National Outreach Survey for Transportation survey respondents. Although efforts in this area resulted in less data than for other modes, it is an important step forward. The NOST tailored questions to specific roles in this industry and gathered information from a diverse maritime workforce with a targeted view towards – in the future - closing the data and knowledge gaps and utilizing information insights to raise awareness, strengthen capacities, and improve policy coherence.

Survivor Insight

Even though this report does not include data from maritime frontline workers (other than aggregated data with other modes), maritime and roadway represented the transportation modes that were most cited in survivors' responses. NOST data only represent survivors who completed the NOST survey and may not represent the larger population of survivors; however, such data provide insight into how maritime was used during the trafficking experiences of victims and survivors.

An early survey question to labor and/or sex trafficking survivors identified different modes of transportation that may have been used during their recruitment, exploitation, extraction, or escape (Table 22, pg. 135). Among 159 survivors who answered this question, cruise ships were used and had the highest percentage of responses in maritime representation for recruitment (9%, tied with ferry/water canal), exploitation (12%), and extraction or escape (6%). Ferry or water canal had the next highest maritime representation used during the survivor's trafficking experience. Another interesting datapoint is the maritime transportation used during relocation, which included ferry/water canals (8%), cruise ships (7%), fishing boats and ships (each 6%). In contrast, 23% of survivors identified that a ferry or water canal was used to take them to a sporting event. Additional methods included a fish boat or ship (each 14%), and a cruise ship (9%). Among 55 survivors, 7% accessed medical care on a cruise ship, ferry or water canal, and aboard a ship. In addition, 5% said a fishing boat was used to take them to a medical facility (Table 23, pg. 135).

Table 22

	SURVIVOR PROVIDED QUESTION: Which transportation method(s) was used within a country? Select all that apply.		
	Recruitment	Exploitation	Extraction or Escape
Boat – Cruise ship	9%	12%	6%
Boat – Ferry/water canal	9%	6%	1%
Boat – Fishing	7%	5%	6%
Boat – Ship	5%	8%	3%
Boat – Small boat/vessel	5%	7%	4%
Shipping container	6%	4%	1%
Unknown	4%	6%	4%
QID_49 Total Respondents: 159			
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

Table 23

	Which transportation method(s) was used during your relocation? Select all that apply.	What transportation method(s) was used to take you to the sporting event(s)? Select all that apply.	SURVIVOR PROVIDED QUESTION: What transportation method(s) were used to transport you to a medical facility? Select all that apply.
Boat – Cruise ship	7%	9%	7%
Boat – Ferry/water canal	8%	23%	7%
Boat – Fishing	6%	14%	5%
Boat – Ship	6%	14%	7%
Boat – Small boat/vessel	2%	7%	2%
Shipping container	2%	2%	
Unknown	9%		
None of the above		4%	2%
QID 340 Total Respondents: 97		QID 306 Total Respondents: 56	QID 316 Total Respondents: 55
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed-out boxes indicate responses were not asked for th at QID (question identification number). The data included in this visual are not to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

The NOST asked labor and/or sex trafficking survivors to identify locations where they were trafficked. Locations varied greatly according to the type of trafficking the survivor experienced. Of 83 labor trafficking survivors, 4% identified cruise lines, 2% identified the shipping industry, and 1% identified ports as places where they were trafficked (Table 24, pg. 136). Among 81 sex trafficking survivors, ports (4%), ice fishing houses, and the seafood industry (each 1%) were identified (Table 25, pg. 136). Further data analysis in the future can provide a further breakdown, such as locations experienced by survivors who were trafficked for both labor and sex trafficking.

Table 24

SURVIVOR PROVIDED QUESTION: Please confirm if you were human trafficked for labor in any of the following. Select all that apply.	
Cruise lines	4%
Ports	1%
Shipping industry	2%
None of the above	18%
QID_281 Total Respondents: 83	
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Table 25

SURVIVOR PROVIDED QUESTION: Please confirm if you were sex trafficked in any of the following places. Select all that apply.	
Ice fishing houses	1%
Ports	4%
Seafood industry forced labor	1%
Shipping industry	5%
QID_282 Total Respondents: 81	
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Survey questions elicited data on the additional locations a victim went to while under the control of their trafficker. In maritime, the marina or ferry depot was identified by 3% of 164 respondents, and 1% of 95 went into the restroom at the marina or the ferry depot (Table 26). In training and raising awareness among mariners, it is important to discuss the signs of human trafficking under different circumstances when a victim is under the control of their trafficker, as well as the placement of informational posters that might aid victims.

As exposure to human trafficking may differ according to each mariner's work position, workers must be trained on human trafficking accordingly. Identifying signs of human trafficking can lead to a victim exiting their abuse or seeking help. The NOST asked survivors about the workers who offered them help. Among 37 survivors, 11% said that a port worker had offered help, and 5% said the same of a ship's crew. Of note, 14% said none had offered help (Table 27, pg. 137).

Table 26

	While under the control of your human trafficker or their associate(s), did you go to any of the following locations? Select all that apply.	SURVIVOR PROVIDED QUESTION: Did you go into the restroom at any of the following locations? Select all that apply.
Marina, ferry depot	3%	1%
None of the above	28%	
	QID_302 Total Respondents: 164	QID_303 Total Respondents: 95
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed-out boxes indicate responses were not asked for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual		

Table 27

Which transportation personnel offered to provide you help? Select all that apply.	
Port worker	11%
Ship crew	5%
None of the above	14%
QID_326 Total Respondents: 37	
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Exiting a trafficking situation can involve different modes of transportation. Some survivors have had multiple unsuccessful attempts to exit their abuse, and 51 survivors answered a question on the NOST that listed transportation methods in maritime that were used in their unsuccessful attempts to exit. Ferry or water canal was the most frequently used (12%), followed by a ship (10%), and a shipping container (8%). Additional methods included a small boat (6%) and a fishing boat (2%) (Table 28). Although the NOST could not reach more mariners to complete the frontline study, findings from survivors show that maritime settings are relevant to their trafficking situations. Regarding where survivors stayed during the first week after they were extracted or escaped, 6% of survivors mentioned a boat, ferry, or something similar (Table 29, pg. 138). The NOST did not ask a follow-up question to determine the conditions for staying in those places. Still, it is essential to note that maritime was frequently mentioned for its intersection with human trafficking, from the recruitment of victims to within a week of the survivor exiting their abuse.

Table 28

	Which transportation method(s) was used during any unsuccessful escape attempt? Select all that apply.
Boat – Ferry/water canal	12%
Boat – Fishing	2%
Boat – Ship	10%
Boat – Small boat/vessel	6%
Shipping container	8%
Unknown	2%
None of the above	2%
QID_449 Total Respondents: 51	
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST. The data included in this visual are not to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.	

Table 29

Where did you stay during the first week after you exited your human trafficking situation? Select all that apply.	
Boat, ferry, or similar	6%
None of the above	3%
QID_444 Total Respondents: 152	
Note: Statistics for maritime include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Key Recommendations

Maritime respondents ($n=18$) recommended more in-depth inspections at sea from the U.S. Coast Guard and Customs and Border Protection, increased human trafficking awareness training, and improved response mechanisms. On-the-job human trafficking awareness training was cited as a critical success factor under the national campaign "If You See Something, Say Something."

Their remaining recommendations were based on individual responses to the survey. Given the relatively low response rate, they are not generalizable, but they provide some insights.

- The U.S. Department of Transportation (USDOT) should provide grants to nonprofit organizations that work on trafficking and other social services.
- Streamline the paperwork involved, such as court depositions and affidavits. Provide pre-filled times, places, and events to increase user understanding of the required affidavits.
- Trafficking facilitators were identified as local officials, operators, senior crew members, recruiters, and brokers.
- Develop a program to address the corruption of local officials.
- The data revealed little confidence in the vetting process to clear independent truck drivers intending to transport goods at the port.
- Boarding by Customs and Border Protection and the U.S. Coast Guard should be sufficient for inspections using trained dogs to inspect holds and containers for human presence.
- Although technology provides a leading edge in human trafficking detection, most respondents disagreed that it would be helpful to them in their jobs.

To further support the reader, the NOST study collected other resources, such as information on U.S. government programs and specialized training in the private sector. The resources listed are transportation-related/-specific, and this list is not all-inclusive of all programs and training. The following are summaries.

- The USDOT's Transportation Leaders Against Human Trafficking (TLAHT) program launched a national pledge against human trafficking, asking transportation leaders to commit to helping end human trafficking. Signing the pledge includes a commitment to train employees to recognize and report the signs of human trafficking. Maritime interests have signed this pledge, including, for example, the Port of Oakland, the Port of Tampa Bay, the American Professional Mariners Association (APMA), and the American Association of Port Authorities.¹⁷⁷
- The DHS Blue Campaign has developed a Transportation Toolkit addressing signs of trafficking and first responder advice for maritime employees.¹⁷⁸

- Businesses Ending Slavery and Trafficking (BEST Alliance), has a training program called Ports to Freedom, created specifically for seaports employees.¹⁷⁹ BEST Alliance hosted several focus groups with *human trafficking experts, survivor experts, critical maritime industry leaders, and law enforcement leaders to collect feedback to ensure that their training is survivor-informed and includes the most current reporting protocols to follow should consist of an employee witnessing a human trafficking situation.*¹⁸⁰
- *NOT ON MY WATCH* is an APMA community service awareness and education campaign that links maritime workers and their families with resources and materials to improve our industry.¹⁸¹ As noted above, the APMA partnered with USDOT as a signatory to the USDOT TLAHT pledge. APMA joined this federal initiative to act and raise awareness in the maritime industry. APMA also shares news of counter-trafficking efforts through campaign materials and will be active in new policy recommendations and other actions.



Recommendations to Improve Anti-Trafficking

The Sustainable Rescue Foundation developed the following recommendations based on its review of maritime articles in the public domain. They are a starting point for a cross-cutting conversation within the broader transportation sector.

Prevent

- The maritime industry should consider publishing a high-level stakeholder landscape mapping to understand better the roles, patterns, and actors in human trafficking. Connecting the dots from multiple sources can provide specific intervention points and prevention vulnerability insights.
- Develop a multi-disciplinary education plan that includes an overarching view of all maritime collaboration points to generate awareness from maritime college students to sustainable certified awareness training for all port staff on signals and responses.
- Provide awareness programs to the civil sector of port communities and non-governmental organizations to detect signs of trafficking.
- Develop national laws and regulations that punish the holders of professional licenses in the maritime sector if they are found to have committed a human trafficking felony.
- Review the legal and regulatory frameworks for international anti-trafficking law, international maritime law, and the international law of the sea to improve policies, regulations, legislation, and legal enforcement.

- The National Oceanic and Atmospheric Administration, U.S. Coast Guard, and Customs and Border Protection should exercise their authority in detecting labor trafficking by interacting directly with U.S. vessels and workers.¹⁸²
- Further implementation of the Corporate Due Diligence Standards in the Fishing and Seafood Sectors: The Responsible Sourcing Tool (RST) for the Seafood Industry, funded by the U.S. Department of State, is an online tool for companies, federal contractors, federal procurement and contracting professionals, advocates, investors, and others to identify, prevent, and address the risks of human trafficking in supply chains.¹⁸³ RST houses resources and tools specifically tailored for the seafood sector.
- Address recruitment practices through the following recommendations from Rebecca Surtees:¹⁸⁴
 - Prohibit payment of recruitment fees borne by seafarers/fishers to decrease trafficking vulnerability,
 - Enforce crewing agencies' accountability in job placements for seafarers and fishers, and
 - Improve regulation to prevent the use of fraud and deception in recruitment.

Prosecute

- Educate law enforcement to ensure their competence in detecting maritime human trafficking to inspect and intervene. The Maritime Counter-Trafficking Course is a competency-based training program that prepares Coast Guard Boarding Officers to ensure that vessels follow federal laws, treaties, and regulations concerning illicit trafficking, including human trafficking.¹⁸⁵ The program is designed to provide a foundation in applicable concepts, stressing "hands-on" practical experience.
- *Educate the judicial system to ensure that both the judiciary and prosecution are trained in maritime trafficking cases to achieve successful convictions and victim compensation. This training catalog aims to guide national judicial authorities through simulated trials that test domestic legal frameworks, investigative and prosecutorial preparation, and court proceedings through maritime crime case scenarios.*¹⁸⁶
- Continuing collaborations. Europol and INTERPOL work closely with other international and regional bodies against maritime crimes, including the UNODC, the International Maritime Organisation (IMO), and the International Maritime Bureau (IMB).
- Enhance tools and strategies, as identified in prosecution recommendations from Rebecca Surtees:¹⁸⁷
 - Improve legislation and legal expertise in all relevant fields of law to effectively prosecute trafficking at sea.
 - Cooperate and coordinate transnationally to overcome barriers between jurisdictions and legal systems.
 - Prohibit the prosecution and penalization of trafficking victims for crimes committed while trafficked.
 - Pursue prosecution of higher level 'traffickers' - i.e., ship owners, ship operators, etc.
 - Advocate and act to enforce state accountability for trafficking at sea.

Protect

- Develop safe havens. Relevant seaports should collaborate with the government and port communities to consider safe haven port facilities for identified victims of trafficking. An excellent example of applying this tactic is Visayan Forum, Inc., in cooperation with the Philippine Ports Authority, which runs eight halfway house facilities in strategic ports throughout the country's archipelago. In addition to providing center-based services to vulnerable migrants, this partnership helps to combat human trafficking in these seaports by preventing and intercepting potential victims of trafficking and apprehending suspected traffickers.¹⁸⁸
- Develop a regional information-sharing mechanism and data exchange system for cargo and passengers.¹⁸⁹
- Enhance identification and reporting capacities and fisher resilience, as seen in protection recommendations from Rebecca Surtees:¹⁹⁰
 - Improve identification of trafficked seafarers and fishers on the high seas, not least through enhanced flag state responsibility.

- Enhance identification of trafficked seafarers and fishers in territorial waters and exclusive economic zones (EEZs) through coastal state engagement and cooperation with flag states.
- Increase identification of trafficked fishers and seafarers, drawing on coastal state jurisdiction, PSC, and resources within a port.
- Improve and expand identification efforts of trafficked seafarers and fishers beyond ports, with costs to be borne by flag States and countries of origin and destination.
- Ensure adequate assistance to trafficked seafarers and fishers abroad and at home.

Partnership

- If a maritime stakeholder landscape map is made that includes location, port operations, commercial sea vessels, law enforcement, border protection, port communities, and more, collaboration points can appear that encourage communication and information exchange. Multi-disciplined communication is a vital part of awareness that is often overlooked.
- Encourage regional and international cooperation between states to deter, combat, investigate, and prosecute transnational organized human trafficking crimes.¹⁹¹
- Pursue U.S. leadership and support. The U.S. imports 90% of its seafood, making it the largest single-country fish importer. This means a private sector corporate duty to partner for sustainable seafood supply chains. Organizations such as the World Wildlife Fund work with 40 corporate partners in North America that source from more than 550 different fisheries.¹⁹²

Concluding Thoughts

Human trafficking in the maritime sector is a wide-ranging subject that spans jurisdictions and areas of commerce with varying levels of regulation. More research and data are necessary to map and visualize the entire landscape of actors, including victims, facilitators (brokers, recruiters, captains and crew, operators, local officials, traffickers), law enforcement agencies, and port personnel. Each sector can fill a variety of roles in counter-trafficking efforts. Maritime safety laws are challenging to enforce at both national and international levels.

On the high seas, traffickers can play a game of cat and mouse with law enforcement that violates human rights and labor rights for thousands of workers, including child labor at the end of the seafood supply chain. The U.S. is one of the world's largest seafood markets. Its decisions regarding what it will and will not allow into the country are felt globally. Such a transformation of the maritime industry is a slow process. It must be a strategic cross-sector initiative that embraces the Prevent, Prosecute, Protect, and Partnership model with a view toward policy. Within the NAPCHT, strengthening partnerships and continuing awareness and education campaigns are the first steps toward reducing maritime human trafficking.

Technology has become a double-edged sword in the human trafficking world. Traffickers are becoming more agile and nimble in leveraging it to hide their crimes. A 2022 article in the *New York Times* described, for example, a tech-enabled elusion tactic that helps ships to circumvent laws and sanctions.¹⁹³ Criminals use technology to tamper with Automated Information System (AIS) satellite location trackers. Using fake GPS coordinates creates a “digital mirage” of the ship, revealing its location and illegal activities. This and other AIS anomalies, such as comparative approaches and missing data, will require technical innovation and partnerships to address on the high seas. For ports, this means having technology and the capability to use technology to strengthen border and port security to enhance the maritime surveillance infrastructure and optimize the conduct of security operations.¹⁹⁴ A response requires new resources and investment.

In recent years, geopolitical conflicts and restrictions under the COVID-19 pandemic have strained the global economic supply chain. This has empowered smugglers to work with traffickers to transport people across the land and over the sea as commodities, often resulting in the loss of human life. This means that the role of ports is more important than ever. Ports must find a balance between efficient operations and enhanced security measures. Ports must develop strategies that include human awareness training, first responder training,

collaborative partnerships with law enforcement and inspectors, and onsite victim care services. An example is a port-wide strategy against human trafficking implemented by the Port of Seattle with a regional scope that includes the Seattle-Tacoma International Airport. The Port of Seattle’s approach focuses on four areas: ensuring all employees have access to training and education; utilizing port facilities and communications channels to raise public awareness; collaborating with nonprofits, government agencies, and private sector partners to maximize impact; and ensuring port policies and procedures are up to date to report suspicion of human trafficking.¹⁹⁵

Progress must be made not only in victim identification but also in trafficker prosecution. Prosecution includes the judicial system and policies and legislation to raise conviction rates. Barriers between different jurisdictions and legal systems can often hinder investigating and prosecuting trafficking cases. Obstacles include the cross-border nature of many crimes, the multiple jurisdictions involved, additional legal frameworks, the involvement of different law enforcement agencies, the impediments to the transfer of evidence, and issues of language or translations. Bilateral or multilateral agreements that overcome barriers between jurisdictions and the legal system cover evidence sharing, testimonial admission, and database collaboration. These factors are crucial to the successful investigation and prosecution of trafficking cases.¹⁹⁶

About the Author

Mary Adams is the Founder at Sustainable Rescue Foundation in the Netherlands

MARY ADAMS INTERVIEW WITH CAPTAIN JACK HEARN

MASTER MARINER, FIRST CLASS PILOT-ALASKA, UNITED STATES NAVAL RESERVES

The following interview was conducted on July 14, 2022, by Mary Adams, Sustainable Rescue Foundation, with Captain Jack Hearn of the American Professional Mariners Association, a participating Oversight Agency for the NOST survey. Jack is a wartime sea lift veteran honored for heroism in the 1990 and 2003 Gulf Wars. Jack began his career in 1974 as an Ordinary Seaman on tugs. He graduated from the U.S. Merchant Marine Academy as Regimental Commander in 1979. He has diverse professional experience and over 40 years at sea with post-graduate and professional education and numerous professional service awards. As part of the APMA Board of Directors, he shared his experiences at sea and in port and offered practical advice about human trafficking to the maritime sector.

I want to start the interview by learning more about your maritime history and how you became a board member of the American Professional Mariners Association (APMA).

Captain Jack: I am a graduate of the U.S. Merchant Marine Academy and continued going to sea, working on ships, and traveling globally as a professional maritime officer. My whole career at sea was 40 years and 25 of those years as Master of the ship, routinely called Captain. I've got 2 million miles of sea time behind me on ships worldwide. So, I have a lot of maritime history with different ports in Mid-East Asia, South America, Alaska, and all the U.S. coasts and ports. I was involved during both Gulf and Persian Gulf wars, carrying equipment and ambulances overseas for the military effort. We often transported food aid and assistance for people in impoverished nations. I'm still traveling and working in all the ports and ships in my job today.

Upon retiring, I worked with a large group of mariners interested in using their life experiences to help and support the maritime community. One of the first interests regarded a better understanding of retirement goals to stabilize the workforce and help them and their families reach retirement goals. This kind of mission, providing unbiased and safe information to the community, grew. Soon, the APMA was approached to help the community with issues such as sexual assault, harassment, and suicide prevention. To balance these developing missions, we created a comprehensive project called NOT ON MY WATCH™.

The AMPA signed the Department of Transportation pledge and participates in the NOT ON MY WATCH™ program. Can you explain how the program works and maybe give me some examples of some cases that you were able to bring forward for the community?

Captain Jack: DOT contacted us about this pledge for Transportation Leaders Against Human Trafficking. We agreed to take the pledge because the fit was natural and compelling. The maritime community is at the nexus of human trafficking. We have a duty to society just as we do to rush to the aid of mariners in distress, protect the natural environment, or support defense transportation. As individuals, we are present at other transportation hubs, such as airports, to fly to our next ship assignment. We transport ourselves as part of our job.

Since we were already involved with community issues, it was a natural fit to get involved with human trafficking, even though many of us knew little about it. But we tackled it like any mission and started to learn, and we continue to make learning part of our focus. When we get messages from the DOT or other appropriate agencies, we repost them to the community. The idea is that we're learning if they are learning. NOT ON MY WATCH™ is more than a resource; it's a call to action! It's new for everyone to get involved, participate, and protect. We have the instincts to do it, but we don't always know what to do and how to act appropriately. This is why awareness campaigns or training for the community are essential. We partner with groups or organizations to raise awareness on specific issues and provide the next steps. For example, we ensure that contact phone numbers are readily available and updated within the community. We partner with non-profits or government agencies to collaborate and extend the mission. We are doing our best to be part of the effort. Working with Christi at United Against Slavery is an excellent example of positive change.

Do you have any personal experiences identifying human trafficking?

Captain Jack: I do not have any personal experience with human trafficking, but I do with drug trafficking. From these experiences, I understand how much effort it will take to spot human trafficking when people you may not suspect are involved in inappropriate behavior. This is especially true of sexual misconduct. One of my personal lessons is that people you may not imagine could be involved in inappropriate behavior. And from sexual misconduct, I learned that micro-cultures might exist in organizations waiting for opportunities. Maintaining awareness is difficult, especially if you have a natural inclination to trust openly, which I think is a good and right thing. But predators are masters of this game, and it's part of our problem.

Since I am naturally inclined to trust and work with people, maintaining awareness openly is difficult. When we go to the aid of a ship at sea or see something strange happening in a port, we do not approach or report those conditions without awareness and understanding.

What do you see as the biggest opportunities for intervention, as well as prevention at seaports?

Captain Jack: APMA is an excellent example of both intervention and prevention opportunities, but it's also a challenge for us. Awareness of human trafficking is one thing, but action is entirely different. We need more action. We need to increase awareness of methods that lead to action. We need to tighten the awareness loops and create corrective processes, so people understand what to do. This requires expanding participation, that is both our opportunity and our challenge.

One of the personal challenges is having the confidence to identify that action must be taken. We often observe something, but it takes time to recognize the matter correctly and interpret it as a signal. If people see bad things, they may be uncertain that it is really happening. People have self-doubt and tend to doubt their personal judgment instead of acting. The nature of maritime work is fast-moving and action oriented. It can be seconds too late, even when we contact an appropriate authority for support. People move away from you as fast as you're moving toward them.



The second part of that challenge is knowing or finding the steps to determine which actions need to be taken. Hotlines are very important and helpful to teams, but in some situations, more is required to call a hotline and put the job on someone else. We need groups to help us through the entire process and know which organizations to collaborate with. Training lets us know where to turn, how to build a team, and make rapid decisions. Again, this is necessary because, most times, you must move quickly.

One of the things I noticed in my research was the concepts of jurisdiction and flagging. It could be highly challenging, especially when you might need to rely on close collaboration with the Coast Guard or customs.

Do you have any examples of collaborations?

Captain Jack: Partnerships need to be active. Work needs to be greater than the minimum or check-the-box compliance with recommended actions. Be active, active, active. Federal, state, and local agencies, and for the maritime community, the U.S. Coast Guard, need to work more openly and with innovative methods to improve our efforts.

I've successfully worked with the Coast Guard, Customs, and different nations to help sick or medically injured people on ships. We can count on a quick response even in the Mideast and worldwide. On the high seas, it's a

bit different. There is no support out there. You assume that you are the law regarding the Masters' (Captains') position because you've got to act. What helps us is the immediate communications available through satellite communications. This enables you to contact your home nation and receive your needed support and guidance. They have teams available for emergency response to act appropriately and establish collaboration.

In the maritime, we work in silos and take care of our area of responsibility. We must remember that there are other organizations with whom we can partner. I have noticed that people go into their mission, isolate, and do not work on other missions. I know this in my role as a ship Master living in an isolated environment working at sea. Over the past few years, my exposure to non-profit work has increased. The NGO community also has leaders with whom we need to collaborate. There's plenty of room for us to share authority and work effort and become involved as friends to do the right thing.

Technology is starting to play a larger role in helping people understand and detect trafficking signals. Do you consider technology the challenge or a helper?

Captain Jack: We need to embrace technology. Over the last 30 years, technology in maritime has transformed transportation. I do not think I'm that old, but we only used a sextant for celestial navigation when I first started. Today, we have very sophisticated satellite communication and navigation systems that are extremely precise. We rely heavily on that technology, which helps us keep ships safe. Technology holds the crew safe because we get more information to make better decisions. I appreciate the value of technology. It is essential, and understanding its limitations has been just as important as it develops. Technology can't do everything; people must trust what it can and cannot do.

Some survey respondents reported local officials' corruption as a critical factor in trafficking. Do you agree with that?

Captain Jack: I have experience with corruption and misbehavior in leadership and authority roles. I've seen it internationally, and I've even seen it in America. Although corruption exists, the biggest problem is when people look the other way and don't act. I know from personal experience that it hurts to fight these things, but you must try.

People who are doing bad things are not afraid to fight back. They will defend their efforts because they don't want to get into trouble. To them, it is a game. They will attack and threaten you because that's part of the inappropriate behavior. The problem with corruption is that these people attempt to control their environment through their crews. This makes it difficult for individuals to stand up against them. I've experienced this, particularly in the labor organization. I have seen and felt how difficult it can be. It isn't very comforting. But we must try to stop these behaviors.

Do you feel Homeland Security's Blue Campaign transportation kit is effective? What advice would you give to someone without exposure to these tools?

Captain Jack: Awareness training is a foundational component but is not the magic key for detecting and solving human trafficking. Professionally, I transitioned from ship Captain to instructor capacity regarding critical operations aboard ships. I observed that accidents often happened to trained mariners working in good conditions and with reliable equipment. That made me an expert in studying human error. Mistakes are usually made through wrong prioritization. Often, we don't take the time to practice the right behaviors daily. Effectiveness comes from taking our learning to action. So, the actual point of these efforts doesn't come from awareness raising. It comes from learning to act and constantly practicing those actions.

We need to observe someone with experience in human trafficking and the steps they take to detect a signal and identify it as human trafficking. Like any other drill, it will take routine practice for awareness to become action. It should be the same as noticing smoke from a possible fire. What do you do? You run to put out the fire even if the result is that there is no fire. But you still take action to go to the fire. You don't just walk away thinking that you must do something.

We are just getting to the beginning stages of training awareness and understanding what we should do. We must work for more than just compliance, awareness, and training. We need to learn to act and have everyone accept that acting is the right thing to do. So, that's what I've learned from my training and life experiences. You can stand down once you've gone through it.

Have you seen any criminal activities that include smuggling, drugs, weapons, and human trafficking?

Captain Jack: I have heard about it but have not seen it. Criminals don't operate in public. They don't publicly say, "We're going to rob a bank. We're going to smuggle drugs. We're going to hurt people." They hide what they do, and they're masters of the game, making it difficult to detect. These predators know how to hide their behavior. It isn't easy to have the awareness to challenge these people. Don't forget that you're always concerned about your personal safety around these destructive behaviors. They're not bad people for nothing; they are bad people that hurt other people. Let me give you an example. Pirates have waved at me in my experience, with terrorist and piracy threats. The next moment, they try to approach. They have been hiding guns the entire time. They waved and acted friendly but did not have good intentions. It is a little scary and frightening. You must learn how to approach these people as part of the learning experience correctly. We ought to be in this together. We need to do something. We need to discuss this. Taking these extra steps means more action and more investment from everyone involved.

What do you see as the critical investments that people need to make to tackle human trafficking?

Captain Jack: When we often think about investment, we focus on financial investment, budgets, and management. Right now, commercial activities and government budgets are tight. They have got to be very careful to enable appropriate funding and support. But we need to realize that it is not all about money. There is more that can be done. Leaders must invest their authority and their commitment. This means investing time in the workforce and letting them know that human trafficking is a critical mission. So, the investments are of great value; but results in time and energy are also possible with a minimal financial cost.

How vital are nations to have policies that empower people to play a more significant role in human trafficking?

Captain Jack: I value policy and procedure because this is what we rely on to kick us off. But compliance remains our minimum standard.

Are there any other issues or things you would like to mention about human trafficking, what APMA is doing about it, or your personal views?

Captain Jack: Well, I'm hoping and looking forward to more excellent leadership behaviors and stronger partnerships where we work together. It's been one of the difficulties and challenges, especially as the pandemic is winding down. During Corona, we were isolated as a community and sometimes even separated from each other. That slowed the process in many ways, but hopefully, we can regain the momentum to work together. Taking action against human trafficking it's just like saving a life. I say we ought to step up.



Rail: Risks Within the Railway System

By Chris Baglin, JD, MPH and Christi Wigle

Human trafficking enterprises intersect with rail transportation and exploit public safety gaps, affecting potential victims being relocated to other trafficking venues by force or at will. Trains are a known, studied method for transporting trafficking victims, particularly outside the United States (U.S.).¹⁹⁷ Railway stations are public spaces with amenities that attract vulnerable people who may be found by traffickers seeking to groom them for exploitation. Rail yards, rail lines, and rights of way outside the station also attract the vulnerable.

Passenger railways are diverse, operating over long distances or short excursions. In many countries, a national passenger rail system runs seamlessly to local, regional, and national destinations, and high-speed rail may run an express route supplanting air flight. In contrast, the U.S. has a more federated network. A national passenger rail system in the U.S., Amtrak, runs national and regional routes between distant cities, while a subregion may have intercity passenger rail across multiple counties.¹⁹⁸

Freight railways run long distances with short-line railroads connecting shippers to these freight networks. Freight rails cross international boundaries, as in the case of Canada's national rail, whose network extends into many U.S. cities. Intermodal stations facilitate freight transfer between rail lines, highways, and other modes. Freight railways may carry flatbed cars, boxcars, or shipping containers loaded directly from a port. Shipping containers convey smuggled or trafficked individuals by sea and, when loaded onto a train, may introduce crime into the rail system.

Evidence of rail's role in human trafficking is documented in several countries. Sample instances include India, where in the first half of 2022, there were 150 child trafficking victims identified, leading to national action to stop this practice.¹⁹⁹ In Germany, a rail station was found to be populated by day laborers at risk of exploitation and trafficking.²⁰⁰ In the U.S., one survivor recounted how no one noticed her being inappropriately dressed for a daytime ride on a commuter rail.²⁰¹ Illegal encampments on rights of way may include people subject to exploitation, such as the homeless.²⁰²

Railways have security programs and may employ, contract, or collaborate with law enforcement professionals on physical and business risks, including crimes involving employees or the public. Management varies by ownership, whether public, quasi-public, or private. Railways are also sources of surveillance and other data that may support law enforcement actions against traffickers or aid in finding a victim. Rail companies are paying particular attention to enhanced cyber-security, which may prove beneficial for reducing human trafficking.²⁰³

A steam train driver looks out of his window at a train stop. Rail workers may observe signs of labor and/or sex trafficking while transporting passengers on both short and long rail.



The profile of a railway, its governance, and its partnerships will influence its decisions to address human trafficking strategically. Amtrak, a Congressionally chartered entity reliant on federal funding, has prioritized anti-trafficking efforts since 2012, providing training to more than 10,000 employees. In contrast, private and local railways have been less engaged. In response, California, for example, has passed a law requiring training for rail transit employees and the intercity rail workforce. Additionally, several signers of the U.S. Department of Transportation (USDOT) Transportation Leaders Against Human Trafficking (TLAHT) pledge are in the rail sector. Canada's national railway is a signer; freight is represented (e.g., CSX Transportation); and multiple commuter lines are represented, such as the South Florida Regional Transportation Authority/Tri-Rail and Virginia Rail Express. Further, as of 2022, at least two railroad trade associations have signed the pledge, committing, as with all signers, to conducting awareness raising, training, and data sharing. Other policy and program responses may be appropriate for rail.

The 2021 National Action Plan's Priority Action 4.4.2 calls for USDOT to provide information to the private sector on the threat of human trafficking to identify human trafficking facilitators and victims better. In late 2022, the U.S. enacted new laws that direct the posting of information on the National Human Trafficking Hotline in passenger trains and

passenger railroad stations. With such efforts underway, the National Outreach Survey for Transportation (NOST) data offer insight into the mode's exposure to human trafficking and the knowledge and views of law enforcement responsible for public safety onboard and at stations and other facilities; a review of this data can help design future approaches.

Data, Findings, and Analysis

Under the NOST survey design, outreach was conducted in early 2021 to potential NOST Oversight Agencies (OA) in the rail sector. This effort yielded no railroads or railway associations that would distribute the NOST. However, NOST outreach resulted in onboarding one OA within the railway sector representing law enforcement working in railways. Its workforce includes law enforcement professionals in rail stations and other facilities in communities potentially traversed by traffickers, customers, and victims.

The NOST questionnaire was distributed, resulting in 189 completed responses. Among other NOST OAs distributing the questionnaire, particularly state-level departments of transportation (state DOT), a few respondents self-identified as being in the railway sector. Ultimately, however, the non-law enforcement railway workforce dataset, which was asked rail-specific survey questions, was too small for this chapter. Although the NOST collected minimal data from rail operators, respondents in rail law enforcement provided answers based on their knowledge and experiences that are useful. Data was also collected from survivors and service providers about rails, trains, and shipping containers.

Survivor Insight

Survivors participating in the NOST confirm that the rail system intersected with their trafficking experience. Long distance and subway/metro/light rail were utilized during the recruitment, exploitation, extraction, or

escape among 159 survivors (Table 30). Railways were also used when relocating a victim, when transporting them to sporting events as trafficking venues, and in seeking medical care (Table 31).

Table 30

	SURVIVOR PROVIDED QUESTION: Which transportation method(s) was used within a country? Select all that apply.		
	Recruitment	Exploitation	Extraction or Escape
Train - Long distance (e.g., Amtrak)	5%	4%	1%
Train – Subway/Metro/Light rail	3%	5%	1%
Unknown	4%	6%	4%
QID_49 Total Respondents: 159			
Note: Statistics for railway include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

Table 31

	Which transportation method(s) was used during your relocation? Select all that apply.	What transportation method(s) was used to take you to the sporting event(s)? Select all that apply.	SURVIVOR PROVIDED QUESTION: What transportation method(s) were used to transport you to a medical facility? Select all that apply.
Train - Long distance (e.g., Amtrak)	3%	5%	2%
Train – Subway/Metro/Light rail	3%	5%	2%
Unknown	9%		
None of the above		4%	2%
QID_340 Total Respondents: 97		QID_306 Total Respondents: 56	QID_316 Total Respondents: 55
Note: Statistics for railway include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed -out boxes indicate responses were not asked for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.			

Survivors were asked to report the types of places they went to when under the control of their trafficker, and 13 of 164 (8%) went to a rail station, and 4% of 95 survivors went into the restroom at a rail station (Table 32, pg. 151). Among 51 survivors, trains were also identified as one of the methods used in an unsuccessful exit attempt, including subway/metro/light rail (10%) and long distance, e.g., Amtrak (2%) (Table 33, pg. 151). In another question, 152 survivors reported where they stayed the first week after exiting their trafficking situation; rail stations (4%) and rail trestle (1%) were associated with post-trafficking experiences (Table 34, pg. 151).

Table 32

	While under the control of your human trafficker or their associate(s), did you go to any of the following locations? Select all that apply.	SURVIVOR PROVIDED QUESTION: Did you go into the restroom at any of the following locations? Select all that apply.
Rail station	8%	4%
None of the above	28%	
	QID_302 Total Respondents: 164	QID_303 Total Respondents: 95
Note: Statistics for railway include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. This visual includes similar survey themes and responses asked in the NOST; greyed -out boxes indicate responses were not asked for that QID (question identification number). The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID may include additional insights into other modes of transportation that are not included in this visual.		

Table 33

Which transportation method(s) was used during any unsuccessful escape attempt? Select all that apply.	
Train - Long distance (e.g., Amtrak)	2%
Train – Subway/Metro/Light rail	10%
None of the above	2%
QID_449 Total Respondents: 51	
Note: Statistics for railway include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Table 34

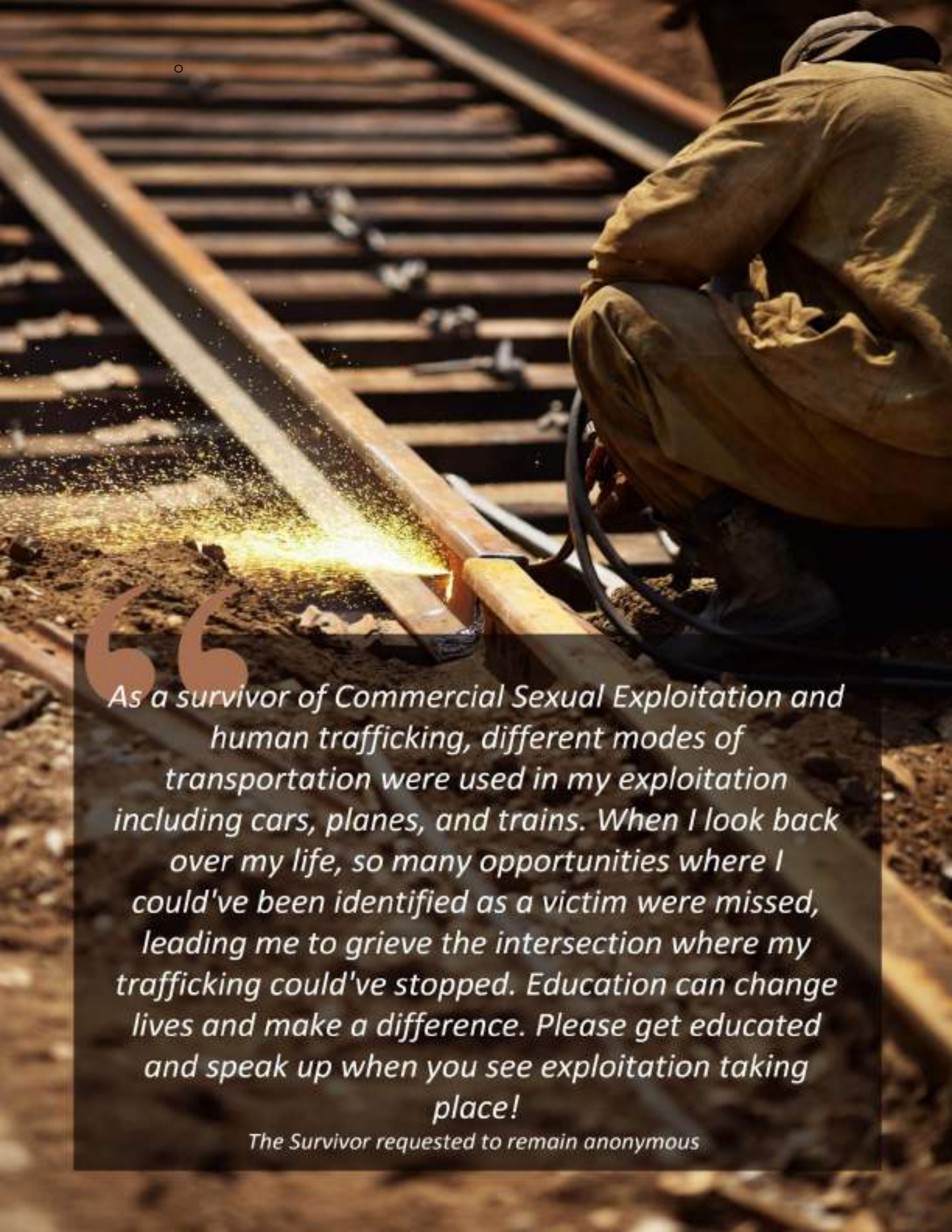
Where did you stay during the first week after you exited your human trafficking situation? Select all that apply.	
Rail station	4%
Rail trestle	1%
None of the above	3%
QID_444 Total Respondents: 152	
Note: Statistics for railway include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Although the NOST dataset for the rail mode is not from train operators, it provides insight into managing the human trafficking issue in rail operations and facilities.

Amtrak PD Counter Trafficking Efforts

Amtrak PD, as noted, has supplied human trafficking training to its staff for over a decade. The NOST, therefore, could probe these respondents' knowledge and views with detailed questions. The following are some resulting data points that help form a partial and preliminary picture of how the rail system handles this crime from a subset of its law enforcement personnel. Some of this data has been aggregated with other data in the law enforcement chapter of this report, *"Criminal Justice Response to Human Trafficking: Law Enforcement Perspectives and One Nonprofit's Approach to Training Law Enforcement in Modern Times."*

- Few have experience handling abused persons.
 - Some within the Amtrak PD reported having experience with people seeking help to escape an abuser, but they are not the majority. More than 77% of 188 Amtrak PD respondents answering the question did not report having such experience in their current professional role (Figure 113, pg. 154). Sixteen percent interacted with an abused person seeking help multiple times. This NOST question covered all abused persons and did not differentiate human trafficking victims from others.
- Screening prostitution arrests for signs of human trafficking is rare.
 - When asked how often they screen prostitution-related arrests for signs of human trafficking, 131 (75%) of 175 respondents said they did so rarely or never (Figure 114, pg. 154).
- There is minimal use of a critical tool for managing victim needs: victim advocates.
 - More than 71% were unsure whether there was a victim advocate supporting law enforcement. Of the remainder, 11% of 177 said there was a victim advocate, and 18% said there was not (Figure 115, pg. 155).
- Transportation workers should know the forms of human trafficking that use their services.
 - When asked how important it is for an entity to understand the forms of human trafficking utilizing their transportation services, most respondents in this group provided answers that may be expected from those motivated to take the NOST. More than three-quarters of 183 (78%) said it was very important, 19% said it was important, 3% were undecided, and none asserted it was unnecessary (Figure 116, pg. 155).
- Many, but not all, can distinguish between labor exploitation and trafficking.
 - Of 186 respondents stating if it were true or false that labor exploitation can exist without labor trafficking (forced labor), 33 (18%) said this was false, appearing to equate the two as the same (Figure 117, pg. 155).
- Interest is high in a tool that helps identify signs of trafficking: resource cards.
 - When asked if they had a resource card (e.g., wallet card) that includes the signs of trafficking, respondents indicated a strong interest in this tool. Seventeen percent of 184 already had a resource card that included the signs of trafficking, and 21% did not; 63% said they did not have one, but it would be helpful to have one (Figure 118, pg. 156).

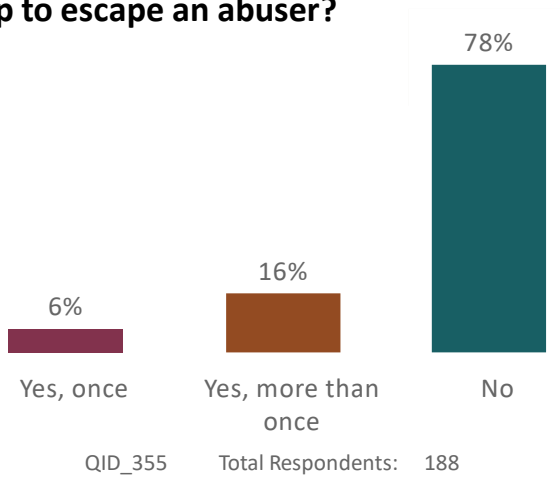


As a survivor of Commercial Sexual Exploitation and human trafficking, different modes of transportation were used in my exploitation including cars, planes, and trains. When I look back over my life, so many opportunities where I could've been identified as a victim were missed, leading me to grieve the intersection where my trafficking could've stopped. Education can change lives and make a difference. Please get educated and speak up when you see exploitation taking place!

The Survivor requested to remain anonymous

Figure 113

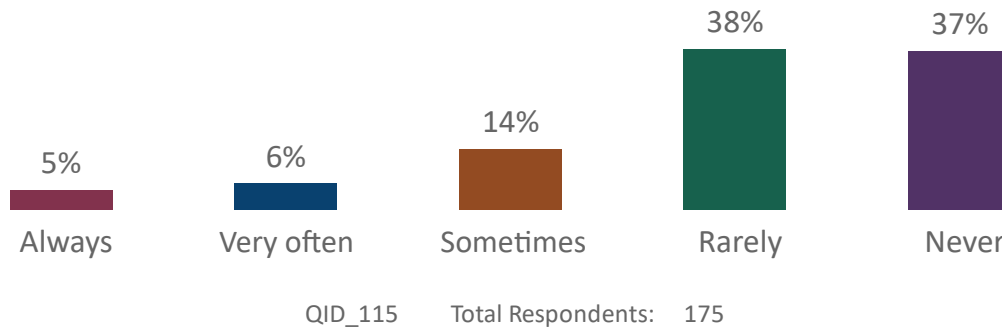
In your current professional role, have you ever been approached by someone seeking help to escape an abuser?



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 114

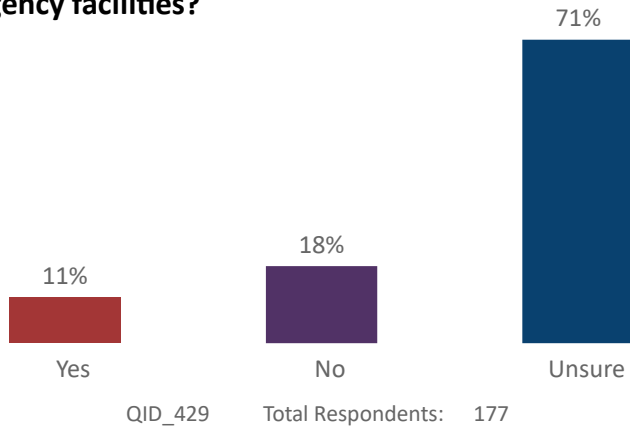
How often do you screen prostitution -related arrests for signs of human trafficking?



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 115

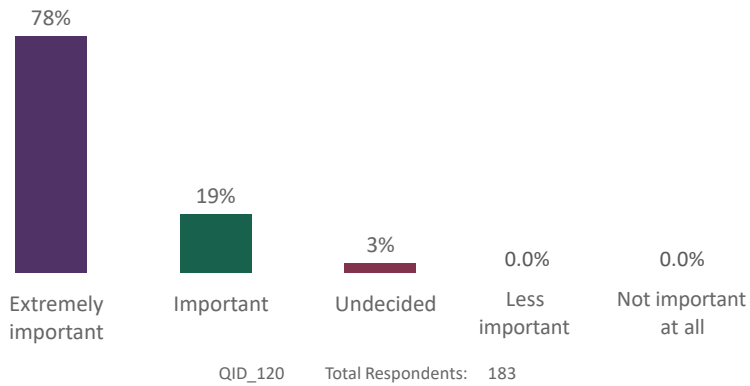
Is there a victim advocate(s) supporting the law enforcement unit(s) responsible for transportation agency facilities?



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 116

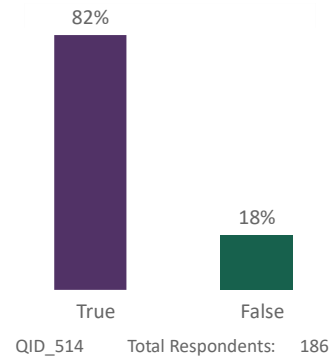
How important is it for a transportation company/agency/organization to understand the forms of human trafficking utilizing their transportation services?



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 117

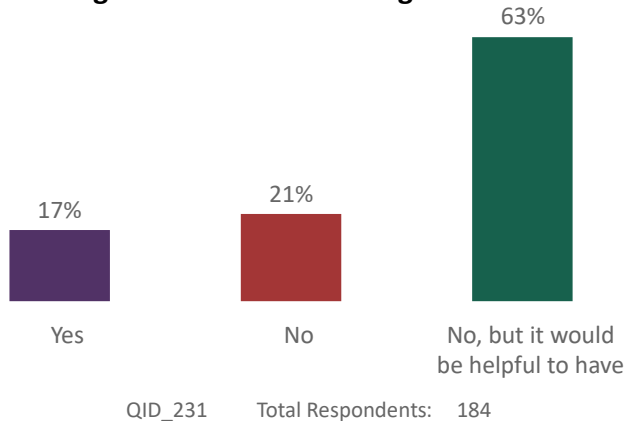
True or False: Labor exploitation can exist without being labor trafficking (forced labor).



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 118

Do you have a resource card (e.g., wallet card) that includes signs of human trafficking?



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

This broad range of views suggests an advanced level of interest and understanding but with some critical gaps. It is noteworthy that the Amtrak PD respondents also answered “unsure” or “undecided” often, perhaps owing to their professional role as a fact finder or to the possibility they had not encountered the topic before on the job, which may or may not indicate a governance issue.

The Amtrak PD respondents also provided data on their relationships with communities near Amtrak stations about human trafficking.

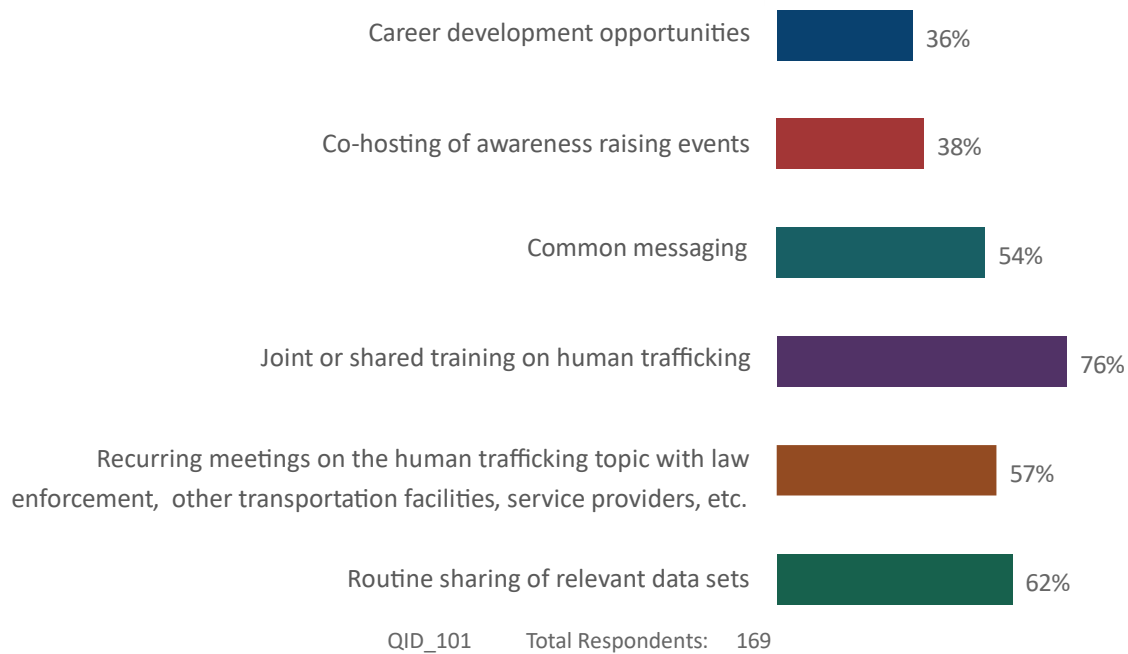
- Partnering is occurring with others in the community who assist trafficking victims.
 - The most common form of partnering with the local anti-human trafficking community was joint or shared training on human trafficking (76% of 169 respondents) (Figure 119, pg. 157).
- Recognizing signs of human trafficking in railways can vary according to the training received and also whether there are direct or indirect interactions with the public.
 - 18% of 189 Amtrak PD respondents in 2019-2020 suspected human trafficking, 62% did not, and 20% were unsure (Figure 120, pg. 158)
- Local law enforcement and prosecutors need training and other resources.
 - When asked why more human trafficking cases are not investigated by local law enforcement, 172 respondents provided the responses listed in Figure 121 (pg. 158). High on the list is a lack of training (73%); over half (53%) cited a lack of resources for long-distance travel that would aid that work, and victims declined to testify (48%). Sixty-five percent indicated a lack of investigative training.
 - When asked about the most significant challenges to seeing more human trafficking prosecutions in their community, 67% of 158 respondents identified training, 54% indicated they felt survivors were afraid to provide testimony, and 47% selected the need for testimony from reluctant victims or survivors, as seen in Figure 122 (pg. 159).
- Training is a barrier to working leads within the national rail passenger system.
 - When asked about their challenges, 165 Amtrak PD respondents selected their greatest barriers in working human trafficking leads. Figure 123 (pg. 159) shows that 70% listed lack of training as their most frequently cited reason. Other responses included a lack of resources (56%), lack of collaboration (45%), language barriers (39%), unable to identify victims of sex trafficking (38%),

unable to identify victims of labor trafficking (34%), and unable to differentiate between prostitutes and sex trafficking victims (32%).

- Law enforcement may not call a human trafficking hotline because of a lack of training.
 - Half of the 168 respondents said that a lack of proper training/needed behavior change is why law enforcement officers do not contact the national hotline and report trafficking. Nearly a quarter (24%) are unsure who is designated to call, and 14% wish to avoid confusion in calling the hotline when law enforcement is already involved (Figure 124, pg. 160).
- There is a strong belief that prosecutors need victim testimony for success.
 - 28% of 141 respondents agreed that human trafficking cases could be successfully prosecuted without a victim’s testimony, while 45% were undecided (Figure 125, pg. 160).

Figure 119

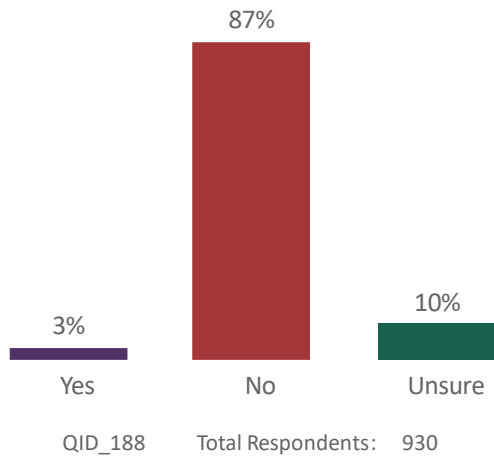
Please indicate the ways that Amtrak station police will partner with others in the community who assist victims of human trafficking. Select all that apply.



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 120

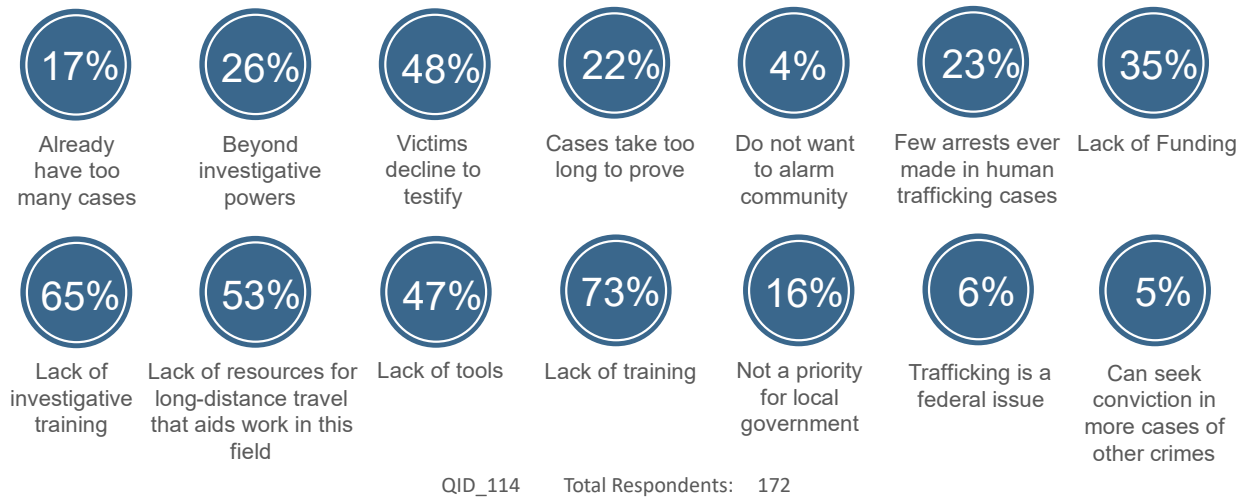
During the 2019 and 2020 calendar years, did you ever suspect that you had observed signs of human trafficking while on the job?



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 121

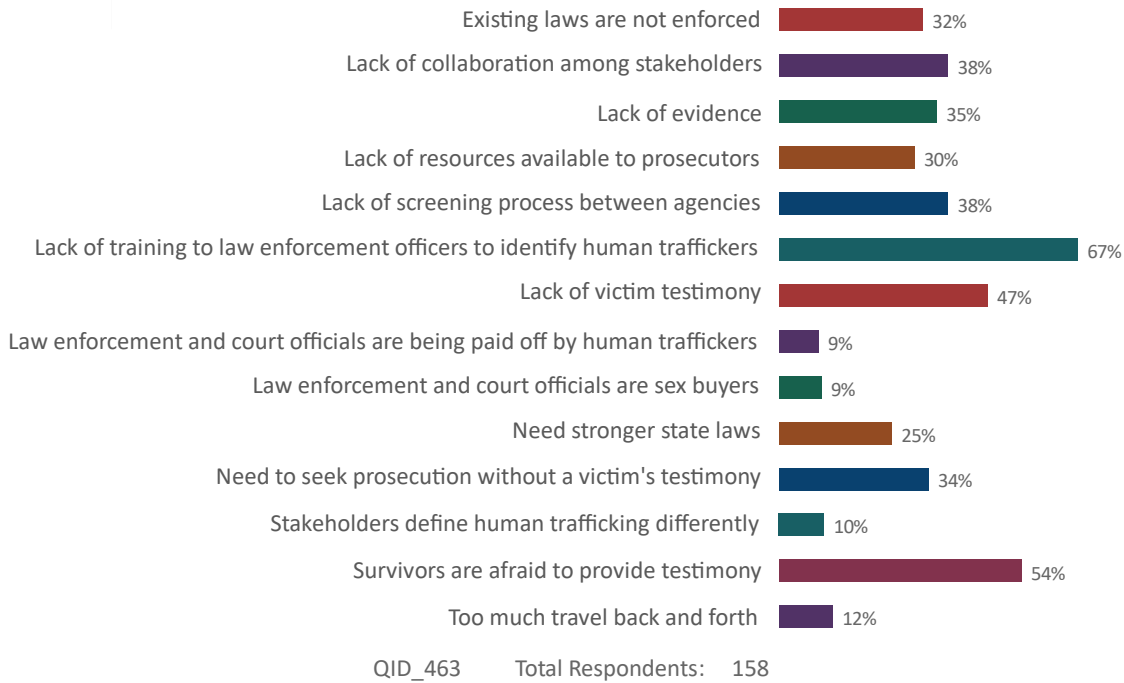
Why do you think more human trafficking cases are not investigated by local law enforcement? Select all that apply.



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 122

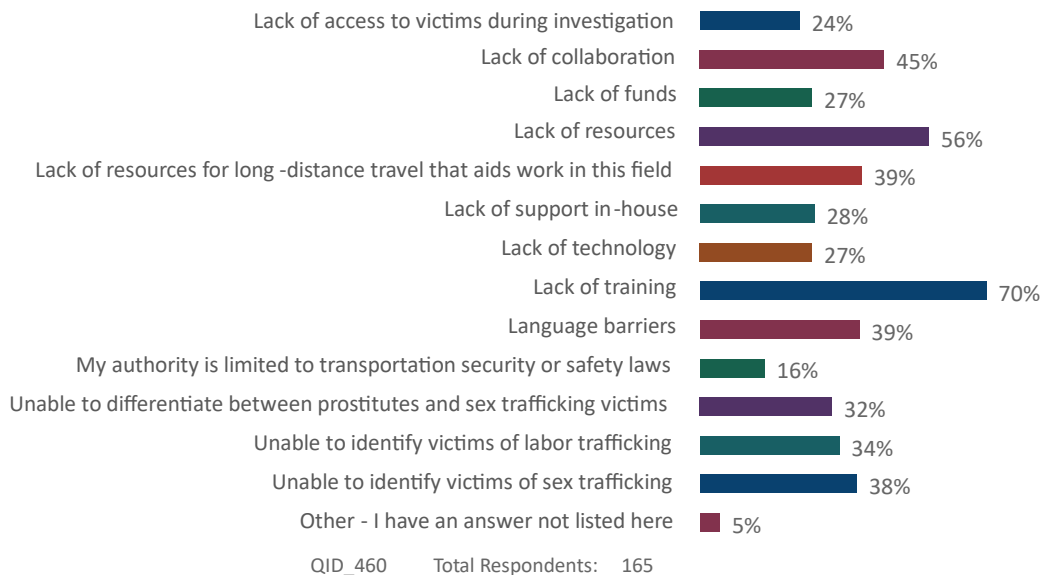
What are the greatest challenges to seeing more human trafficking prosecutions in your community? Select all that apply.



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 123

In working human trafficking leads, what are the greatest barriers you face? Select all that apply.



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 124

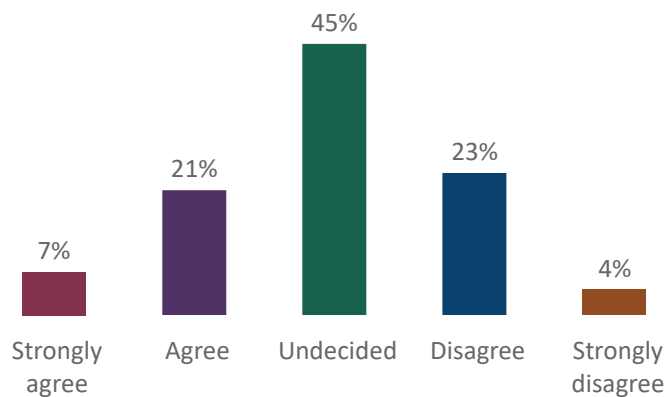


QID_201 Total Respondents: 168

Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 125

To what extent do you agree or disagree with this statement, "Human trafficking cases can be successfully prosecuted without a victim's testimony."



QID_488 Total Respondents: 141

Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Knowing whether a mode’s law enforcement personnel believe that victim testimony is required for successful prosecutions is useful. This belief can influence choices when pursuing leads and collaborating with other investigations. Amtrak PD respondents generally believed further law enforcement and prosecutor training is needed. They also felt the quality and comprehensiveness of training also needed review, as detailed below.

- Regarding quality, the questionnaire explored whether training was targeted enough and whether trainees were tested on the content. Fifty-nine percent of 145 respondents said they were trained in a course with multiple topics, and more than 60% received a course that only covered human trafficking. It was an excellent result that human trafficking was the subject of targeted training; however, only 23% of respondents were tested on what they learned, leaving more than three quarters having taken a course that did not test what they may have learned about human trafficking, regardless of whether the course covered human trafficking only or multiple subjects (Figure 126).
- Regarding content, 185 respondents were asked about the content they would like to have in general training, and they identified many topics of interest (Figure 127, pg. 162). There was also a long list of the issues desired for law enforcement officer training, as seen in the data collected from 171 respondents (Figure 128, pg. 163). For both questions, respondents were interested in human trafficking indicators and laws; more than three-quarters (76%) wanted law enforcement officer training to cover interview techniques, 84% desired training on human trafficking indicators, and 80% wanted to learn more about human trafficking laws.

Figure 126



Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Figure 127

**Would you like to receive human trafficking training in the following areas ?
Select all that apply.**



QID_162 Total Respondents: 185

Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

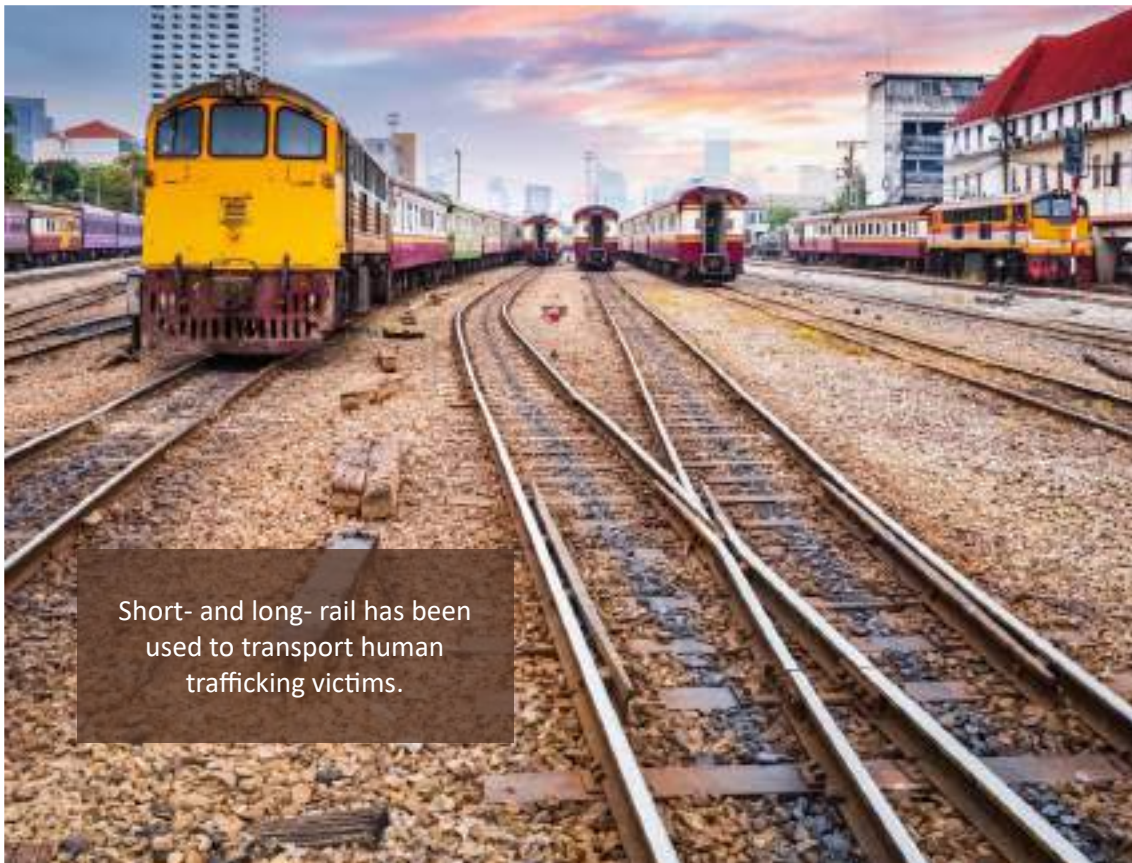


Figure 128

Would you like to receive law enforcement officer training for any of the following topics? Such training may have similar topics to other human trafficking trainings, tailored to the specific needs of law enforcement. Select all that apply.

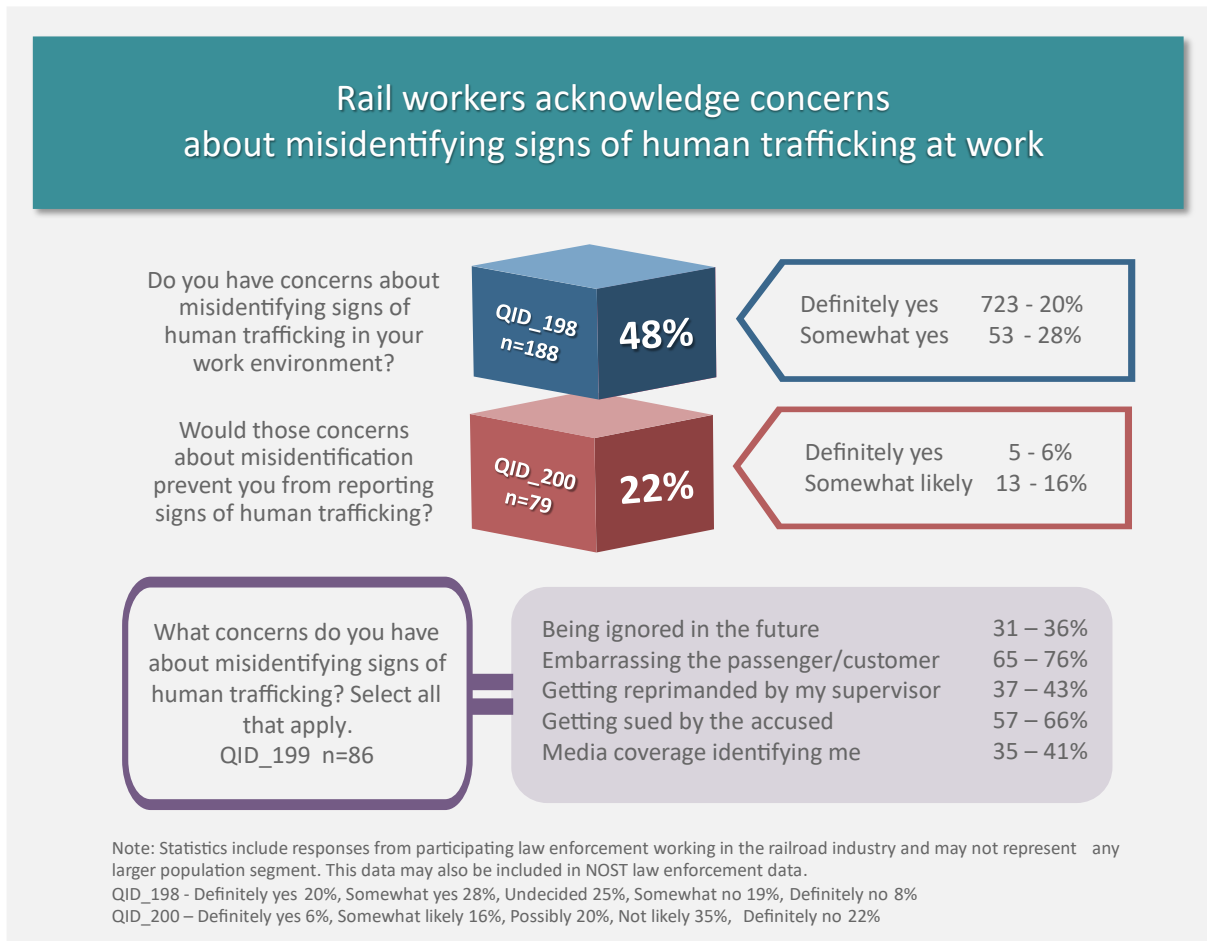


QID_166 Total Respondents: 171

Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Providing more comprehensive and targeted training equips railway workers and law enforcement working in this mode of transportation. A part of the educational process is also acknowledging that concerns exist about misidentifying signs of human trafficking. Among 148 law enforcement working in railways, 48% expressed concern about misidentifying signs of human trafficking, and among those, 22% indicated that those concerns might prevent them from reporting those signs. When asked about their specific concerns, 76% indicated they did not want to embarrass the passenger/customer, 66% had concerns about getting sued by the accused, 41% did not want the media to identify them, 43% were concerned about a supervisor reprimanding them, and 36% did not want to be ignored in the future. Identifying the concerns on the NOST by those participating may not represent a larger population. However, if almost 48% of those working on the railway share these concerns, protocols and policies must be evaluated to ensure that each worker is protected if they report signs of human trafficking (Figure 129, pg. 164). Survivors and lived experience experts have confirmed the importance of using different modes of transportation during their abuse, and frontline workers need protection in place to report signs of trafficking if observed.

Figure 129



Concluding Thoughts

Survivors who took the NOST questionnaire noted instances when rail played a role in promoting or inhibiting human trafficking. NOST respondents, including those in rail transportation, firmly favored using licensing prohibitions to deter workers from knowingly trafficking someone.

The rail sector in the U.S. has seen anti-human trafficking leadership from Amtrak, the national passenger railway. Amtrak has provided training on human trafficking for over a decade, and Amtrak’s PD stepped forward during the pandemic and distributed the NOST questionnaire to its workforce. These respondents stated in several ways that there is a need for training on several human trafficking topics. When rail law enforcement is unsure or undecided about how to respond to a question, there may be areas to review. Amtrak’s PD continues to be a leader as they collaborate with communities to address victims of human trafficking.

About the Authors

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Pipelines: Mitigating Exposure to Human Trafficking

By Marisa Auguste, MS

The pipeline industry transports fuel, water, and other resources that are the engine of modern economies. The operation, maintenance, planning, and construction of pipelines affect towns and cities of every size. Although not visible to many, their footprint can be massive. Given their impact, conflicts can arise, e.g., over their development. There has been an economic boom in the United States (U.S.) recently. With increased job opportunities, pipeline operations increase patronage at local businesses. This effect was especially seen during the COVID-19 pandemic when brick-and-mortar businesses such as restaurants struggled to stay open.²⁰⁴

More than 260,000 people are employed in the oil and gas pipeline industry alone, with the average business using more workers than it did five years ago.²⁰⁵ Pipeline workers earn higher wages because of the risk and danger associated with the positions.²⁰⁶ Many contractors have worked with pipelines for multiple generations, experiencing a strenuous life and boom and bust cycles. Some in the industry note that communication in their daily lives can be limited to speaking to family members and other pipeline workers, with the job becoming more of a lifestyle as time passes.²⁰⁷ This isolation, first physical and then social, adds complexity and risk to their way of life.

Data, Findings, and Analysis

The National Outreach Survey for Transportation (NOST) team began grassroots efforts to engage the pipeline industry during the COVID-19 pandemic. That disruption affected participation from potential NOST Oversight Agencies (OA), but those efforts and outreach practices can serve as a benchmark for future studies. Since the NOST does not have pipeline data collected from frontline workers for this report, a general overview of the industry and its potential exposure to human trafficking, internationally and in the U.S., is explored and discussed. Additional insight is shared from survivors of labor and/or sex trafficking who were trafficked at locations commonly utilized within the pipeline industry.

Survivor Insight

Survivors who participated in the NOST were asked where their trafficking occurred. Eighty-one responded with locations where they were sex trafficked, and 83 responded with information on where they were labor trafficked (Tables 35, 36, pg. 167). Such locations included man camps (temporary housing locations for a large workforce, for example, for construction, oil fields, pipelines, etc.) and oil fields. Further data analysis is needed to determine whether the respondent indicated the country wherein these instances of trafficking occurred and consider the timeframe they were trafficked since man camps may not be used in different countries. There were no follow-up questions to confirm if pipelines were a direct part of those locations versus those sites being

purely, for example, a part of a mining operation. However, this chapter includes these data due to the association of pipelines with encampments and industries with remote operations, as detailed below.

Table 35

SURVIVOR PROVIDED QUESTION: Please confirm if you were human trafficked for labor in any of the following. Select all that apply.	
Man camps	4%
Oil field	5%
None of the above	18%
QID_281 Total Respondents: 83	
Notes: Statistics for pipeline include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. Although they do not directly implicate pipelines, they are industries affiliated with pipelines. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

Table 36

SURVIVOR PROVIDED QUESTION: Please confirm if you were sex trafficked in any of the following places. Select all that apply.	
Man camps	7%
Oil field	2%
QID_282 Total Respondents: 81	
Notes: Statistics for pipeline include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment. Although they do not directly implicate pipelines, they are industries affiliated with pipelines. The data included in this visual are not meant to be conclusive. It provides survivor insights that are specific to this mode of transportation. The data collected for this QID (question identification number) may include additional insights into other modes of transportation that are not included in this visual.	

History of Human Trafficking and Pipelines

As with other transportation industries discussed in this report, there are opportunities for perpetrators to take advantage of pipeline facilities, operations, and the communities associated with them. Compared with some sectors, there is limited data on how the pipeline industry intersects with sex and labor trafficking; however, information published on this topic highlights how its environment can attract bad actors and become one that breeds illegal activities amongst workers and the specific populations that are vulnerable to trafficking. A 2017 U.S. Department of State special report discusses the dangerous link between extractive industries and sex trafficking, revealing that this industry brings “a large influx of workers, some of whom create a demand for commercial sex” (para. 3).²⁰⁸ The report explains that the work settings are often in remote locations or near culturally isolated communities, such as Indigenous communities. Traffickers use these factors to their advantage to exploit children and adults into sex trafficking or abusive working conditions.²⁰⁹

The connection between pipeline work and human trafficking crimes has been documented for some time; however, due to a lack of research in this area, its extent cannot be confirmed. Media coverage raised awareness of the Burmese military's use of slave labor to build a natural gas pipeline in Burma in 1995. Local villagers were forced to work without pay, and it is reported that many people died in labor camps and suffered other horrible abuses, including rape.²¹⁰ More recently, a proposal for a new pipeline project in Burma was met with widespread protests in 2007, citing abhorrent human rights violations and ongoing abuses against villagers at the hands of the Burmese military.²¹¹

Although there may not be state-sponsored abuses in areas of other pipelines, human rights violations persist. As the pipeline industry grows, so does the need for additional pipeline operators for expansion projects. Though complex and labor-intensive, these positions can be lucrative and attractive to many.²¹² During pipeline expansions, makeshift housing may be set up in the surrounding communities to house the incoming workers. The rural areas where these camps are often established may face economic strife and a shortage of community resources, which can worsen with an increased population of pipeline workers.²¹³ According to the Canadian National Inquiry into Missing and Murdered Indigenous Women and Girls ("Inquiry"), man camps have been linked to fatigue, isolation, mental health, and drug abuse among pipeline workers, and increased human trafficking and domestic violence involving residents.²¹⁴ Stories shared in the Inquiry's report discuss how easy it is for temporary workers without ties to the community or its residents to commit crimes such as harassment and assault under the blanket of anonymity.

The U.S. has seen abuses also. During oil field development in North Dakota, impacts were so harmful that in response, the town of Bismarck, ND, decided to use its "oil impact" funds to address human trafficking.²¹⁵ The impact of human trafficking on Indigenous peoples and their communities, in particular, is deep-rooted. It has spurred the work of many activists and human rights organizations, who fault the oil industry for worsening an already bad situation. When the Bakken oil boom began in the U.S., reports of missing, murdered, and trafficked Indigenous women and girls grew rapidly. When pipeline work was being completed in the Bakken region of North Dakota, *the increase in the young male population in those counties ranged from 30% to 70%, far outpacing increases in the young male population in other counties in the states.*²¹⁶ During this time, with the increase of men in the Bakken region, *the rate of violence committed by males increased by 20% to 30%.*²¹⁷

Lived experience experts point to the trifecta of a transient workforce, with money to burn and steam to blow off at the end of a high-pressure workday; these conditions put Native women at an increased risk for violence. Non-native women are not spared from harassment either. In a workforce heavily dominated by males, female pipeline workers of all races can be singled out and sometimes face increased harassment and abuse on worksites.²¹⁸ Fortunately, perpetrators are arrested and brought to justice in some instances.

Anti-Human Trafficking Training and Enforcement

In addition to the anti-trafficking work completed by tribal groups, local not-for-profit organizations, local government, national anti-human trafficking organizations, and pipeline companies have picked up the mantle to address human trafficking strategically.

Awareness-Raising Example: Truckers Against Trafficking

Truckers Against Trafficking (TAT) educates and champions members of the trucking, bus, and energy fields to dismantle human trafficking.²¹⁹ TAT members describe themselves as "empowered abolitionists" who center education and equity, strive to be a voice for victims, and hold industry members accountable. The "Industry Training Program" is one of the many initiatives and tools developed by TAT that promote awareness of domestic sex trafficking among workers and partners in the trucking industry. To eliminate reporting gaps, TAT connects commercial motor vehicle carriers, law enforcement, trucking companies, and association representatives. As a part of this effort, TAT has directly cultivated partnerships in the pipeline industry. Such partnerships elevate the issue and catalyze more leadership within the industry.

Company Action Example: Enbridge, Inc.

A multinational pipeline company, Enbridge, Inc. operates the world's largest pipeline transportation system.²²⁰ With a growing interest in green energy, the company has built several renewable energy projects and proposes to "achieve net zero emissions by 2050."²²¹ In keeping with its stance as an industry leader in sustainability, Enbridge has partnered with TAT to hold educational events, and the company quickly acted when news broke of illegal activity on one of its projects. In response to the arrests of four subcontractor employees for sex trafficking, Enbridge immediately released a statement denouncing their actions and confirming its zero-tolerance policy for human rights violations within and outside the organization.²²² When apprised of the NOST effort, the company shared the following statement with United Against Slavery:

"Enbridge does not tolerate illegal behavior by anyone associated with our company or its projects. Anyone caught in or arrested for such activity will be fired immediately. That's exactly what happened to four subcontractors working on the Line 3 Replacement Project in Minnesota who were arrested in two sex trafficking stings in 2021. They were immediately fired by our contractor. Human trafficking is an ongoing issue in our communities and society. We encourage everyone to join us in bringing awareness to this issue and end this behavior."

The company stated that all workers on the Line 3 Replacement project referenced above were to complete mandated human trafficking awareness training and that this training would be ongoing.

In the years leading up to the start of work on the Line 3 project, Enbridge was already taking a proactive approach to counter human trafficking, providing human trafficking awareness training to 11,000 workers as part of their onboarding for the Line 3 project. Workers learned during onboarding how to identify and report suspected trafficking situations. Enbridge also provided training and information to workers through the "It's Your Choice campaign," a video that emphasized the consequences of sexual exploitation and encouraged workers to be part of the solution by identifying and reporting potential sex trafficking situations.

In collaboration with the Bureau of Criminal Apprehension-led Minnesota Human Trafficking Investigators Task Force (MNHITF) and the Tribes United Against Sex Trafficking (TRUST) Task Force, Enbridge helped to fund and promote a training and public awareness campaign, Your Call Minnesota, which garnered 103 million webpage impressions.²²³ The campaign included live events, community discussions, toolkits, videos, billboards, and social media ads with a number to text or call to report suspected sex trafficking.

Regarding preventative steps, Lorraine Little, Director of Corporate Citizenship and Strategic Partnerships at Enbridge, suggested encouraging union involvement. Unions are already charged with providing advocacy and enforcing the protection of laborers, so it could be said that they were an obvious choice as partners for organizations to strengthen trafficking prevention efforts. Engaging union leadership in anti-human trafficking messaging and policies emphasizes solidarity in promoting social and corporate responsibility amongst workers and the companies that employ them.

Company Action Example: Precision Pipeline LLC

Another pipeline company taking proactive steps is Precision Pipeline LLC (PPL), which began its human trafficking awareness program in 2019, a year that included TAT speaking to its leadership. PPL developed and implemented a comprehensive training program. In the last few years, the company has hosted or participated in several coalitions, conferences, and events to bring awareness to human trafficking. They have also trained over 6,700 employees through their program, teaching the signs of human trafficking and encouraging reporting.²²⁴ Bobby Poteete, PPL President, engaged with United Against Slavery for the NOST report and strongly stated the following:

“PPL is in a position to take a stand against human trafficking...By training employees in our organization to recognize the signs, we create an ever-growing workforce that can identify and report this crime to law enforcement.”

With the help of anti-human trafficking organizations and experts, PPL’s training program is delivered to all parts of the organization, so field and home office employees can recognize and report this crime. The initial training consists of viewing an educational video, distributing hard hat stickers and wallet cards, enforcing a Demand Reduction Policy, and placing critical reminders in well-traveled areas of job sites. Continuing education is delivered through toolbox talks, videos, and in-person conversations. Additionally, PPL has created an original video series, “Committed in Our Fight Against Human Trafficking,” where employees share key takeaways from their human trafficking awareness training and discuss how it has affected their everyday lives.



In 2022, NOST leadership informed PPL about joining the U.S. Department of Transportation (USDOT) Transportation Leaders Against Human Trafficking (TLAHT) and connected them to USDOT’s human trafficking program leadership. PPL became the first pipeline signatory of the TLAHT pledge, signaling another public commitment to improve their counter-trafficking efforts by utilizing TLAHT resources that provide counter-trafficking strategies and public awareness material to leaders in transportation and travel. Poteete noted, “The energy industry plays a key role in helping to stop human trafficking, and we knew we had to lead this effort. It’s what makes us The Next Generation Pipeline Contractor.”

Technical Assistance Example: Protect All Children from Trafficking (PACT - Formerly ECPAT-USA)

Pipeline companies may need help developing the correct language in their contracts and policies and instituting anti-human trafficking curricula into employee training. Non-profit organizations and resources are available for companies that want to target eliminating human rights violations from their supply chains.

Yvonne Chen, Director of Private Sector Engagement for PACT, has worked with private sector representatives across the U.S. and Canada. She highlighted the importance of companies partnering with non-profits to help them be thoughtful about their policies and protect themselves against potential liabilities. Ms. Chen stated the following:

“There are potential labor violations for people who work on the pipelines and potentially the labor trafficking piece as well...one of the things we have in some of our training is how companies also have much liability if they are working with a third-party contractor. They should be very thoughtful about whom they are using to ensure that they are not hiring people who don’t follow OSHA guidelines or don’t follow [policies against] these different avenues where trafficking can happen.”

The pipeline sector comprises many suppliers and service companies using equipment and labor in a supply chain that builds and maintains critical pipeline infrastructure transporting fuel and other resources. Seasoned experts in countering human trafficking can assist in establishing approaches for these firms to use.



Concluding Thoughts

Human trafficking is a crime that exploits all modes of transportation, including the pipeline industry. Companies must remain vigilant to enforce human rights policies when workers or anyone within their supply chain violate them. Anti-trafficking training and awareness are essential and should be implemented across the pipeline industry, which can utilize tools available through the USDOT and nonprofit organizations, such as TAT and PACT. The industry standard should be to engage vulnerable populations and organizations representing those populations, including Indigenous representation.

Historically, exploitation of others occurred in various areas of the U.S. Other chapters of this report provide, in part, perspectives on that legacy, including the chapters *“Indigenous Populations: Human Trafficking in Tribal Communities”* and *“Vulnerable Populations: Underserved Communities – Identifying Needs and Supporting Resiliency.”*

The preliminary counter-trafficking work by pipeline companies, including Enbridge, Inc. and Precision Pipeline LLC, is laudable. More companies must be vocal in their human rights commitments and consider joining the USDOT Transportation Leaders Against Human Trafficking initiative. Pipeline companies must lead by example to help prevent human trafficking and take immediate steps to address abuses identified within their organization. Human trafficking victims and survivors need all transportation methods to remain committed to counter-trafficking efforts. Although much more work is needed in this industry, positive steps have begun.

About the Author

Marisa Auguste, MS is a behavioral researcher at Connecticut Transportation Safety Research Center



State DOTs: Leveraging a Leadership Role

By Chris Baglin, JD, MPH and Christi Wigle

Each state-level Department of Transportation (state DOT) in the United States has an essential role in the transportation sector's support for anti-human trafficking efforts. They manage state-wide operations and assets and sometimes operate local facilities traversed by travelers, including potential human trafficking victims, traffickers, and customers. The primary mission of state DOTs is safety, but their security mission has grown in maturity due to persistent threats. State DOTs have a workforce exposed to recurring training with a safety orientation, who also could be trained to recognize signs of human trafficking. Each state DOT is also a source and steward of data streams that may be useful to law enforcement. State DOTs also have leadership designated through a political process, which may provide opportunities for new program areas or partnerships. This chapter reviews anti-human trafficking activities at state DOTs, but only among transportation agencies in the United States; however, the questions and data may interest other countries with decentralized transportation governance.²²⁵

Five state DOTs participated in the NOST and agreed to distribute the survey to groups they identified within their workforces. The total number of state DOT respondents was 761, including those from Colorado, Hawaii, Louisiana, North Dakota, and Missouri.

For this group of participating state DOT workers, there are a few points relating to their mission and service areas. First, three state DOTs have a mission that covers virtually all modes (Hawaii, Louisiana, and Missouri), so roadways were one of many modes represented. Some workers in participating state DOTs operate in remote geographical areas from interstate highways; some are coastal or riverine areas with intermodal facilities; others have major, high-population economic centers. These spatial and societal relationships call for comity and coordination where there are common geographies and traveler profiles.

A collaboration between transportation and nonprofits may also prove beneficial when coordinating anti-trafficking training. Some historical perspectives may be helpful. First, Non-Governmental Organizations (NGO) have greatly succeeded in educating truck and other commercial drivers on reporting trafficking and securing legislative penalties for commercial driver license holders knowingly involved in the crime. Truckers Against Trafficking²²⁶ (TAT) has been instrumental and led efforts to train thousands of truck drivers on the signs of trafficking, leading to multiple victims of human trafficking being freed or exiting their abuse. While most state DOTs do not oversee the regulation of license holders, these diligent efforts have given the movement traction and provided state DOTs that cover licensing with important "champion" roles in the transportation community. As a result of this leadership, attention to the issue has grown.

Second, multiple state DOTs have developed their training or adapted those from TAT and other NGOs. Examples of state DOT practices and tools for anti-trafficking programs will be available from the TRB's National

Cooperative Highway Research Program (NCHRP) research projects relating to human trafficking.²²⁷ As a part of TRB research, state DOTs were asked to designate a single respondent to take an NCHRP project questionnaire. Of the 50 U.S. states, 75% completed the questionnaire in the first half of 2019. Of these, 55% of state DOTs reported that their level of engagement in combating human trafficking either was “None” or “Low,” where “Low” meant providing support to law enforcement investigations as needed or compliance with laws requiring the display of anti-human trafficking posters.²²⁸ Even though many state DOTs were beginning their counter-trafficking efforts, 81% believed that state DOTs could play a leadership role, e.g., by convening transportation sector stakeholders.

The DOTs of all 50 states and the District of Columbia have signed up for the USDOT’s Transportation Leaders Against Human Trafficking (TLAHT) initiative, pledging to a list of specific anti-trafficking activities.²²⁹ Also, many have increased their sponsorship of awareness-raising events, e.g., events run by TAT, and developed and conducted formal training for their staff. In 2023, the DOTs of Missouri, Ohio, and other states began convening a “Multi-State Anti-Trafficking Working Group” to share information and materials, according to Missouri DOT Assistant Chief Counsel Terri Parker.

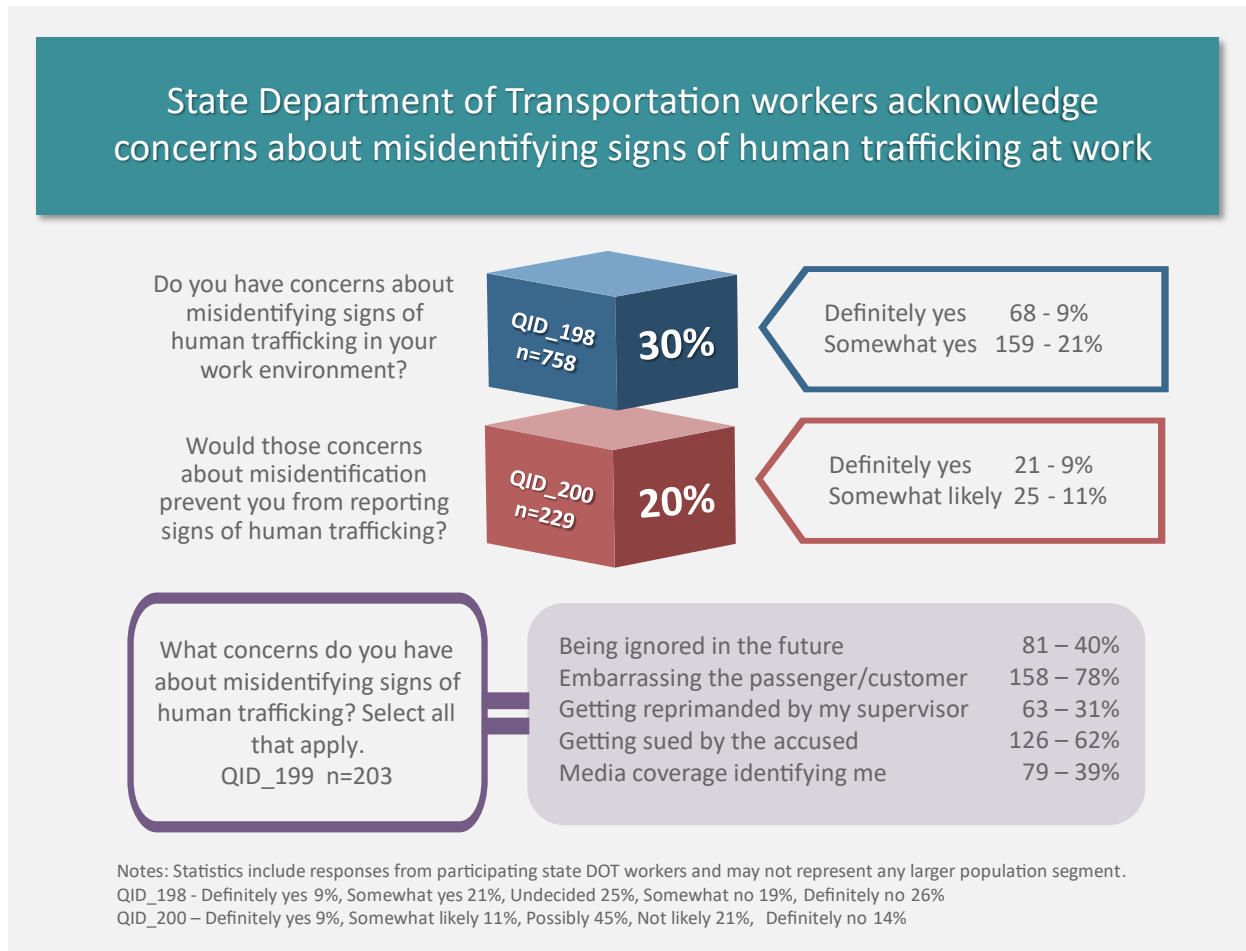
The NOST questionnaire in 2021 covered a range of issues, not simply the issues commonly included in awareness and training courses. Similarly, NOST investigators designed additional custom survey questions to elicit data from diverse roles in the state DOT workforce. For example, the state DOT workforce includes transportation expertise and expertise from other sectors, such as construction, sensing, surveillance technologies, and data management; NOST questions extended into these areas and others. NOST data can help tailor partnerships and public awareness materials and provide data for effective content in training, toolkits, and other engagement methods.

State DOTs can work in several different areas with their transportation sector partners, e.g., airports and those in law enforcement and human trafficking services and advocacy. A recent example illustrates the potential state DOT role and covers several modes. In late 2022, the President signed a new law to direct the posting of contact information for the National Human Trafficking Hotline.²³⁰ As state DOTs implement this new law, such a directive can spur collaboration and further develop the sector’s response to this crime.

Data, Findings, and Analysis

State DOT interactions with the public and the opportunity to address suspected human trafficking are evident in the NOST data. NOST results, for example, reflect various attitudes in the state DOT workforce towards reporting signs of human trafficking. Figure 130 (pg. 176) addresses whether 758 state DOT respondents had concerns about misidentifying signs of human trafficking in their work environment. While 25% were undecided, 30% had concerns, and 45% did not. When presented with multiple choice options for describing these concerns, respondents provided replies which indicated that the most significant concern (78%) was embarrassing the passenger/customer, followed by getting sued by the accused (62%), being ignored in the future (40%), media coverage identifying the respondent (39%), and getting reprimanded by employer/supervisor (31%).

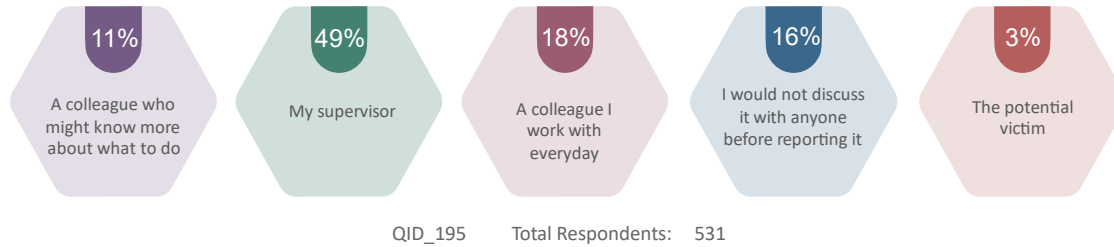
Figure 130



Nearly half (49%) of 531 respondents to a related question said they were most likely to discuss suspicions of human trafficking with their supervisor before deciding to report (Figure 131, pg. 177). When asked how confident they were in reporting on suspected human trafficking observed on the job, 64% of 756 were slightly or very confident, and 5% were not confident at all (Figure 132, pg. 177). While the workforce may have concerns and hesitate to report, they are also confident in their suspicions and their ability (and perhaps in the power of others) to manage to report.

Figure 131

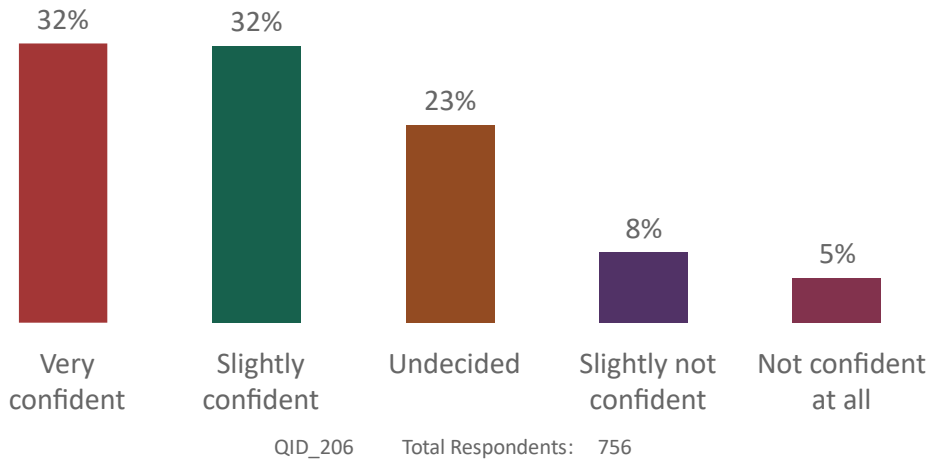
Whom are you most likely to discuss your suspicions of human trafficking with before deciding to report them



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 132

How confident are you in reporting suspected human trafficking observed while on the job?



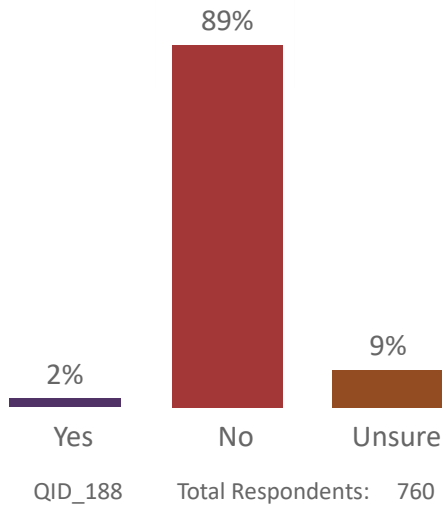
Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Concerning actual instances of reporting, Figure 133 (pg. 178) indicates that, among those respondents who asked if they had observed signs of human trafficking while on the job in 2019 and 2020, 2% of 760 replied in the affirmative, and 89% said no.

The same group was asked if they had reported signs of human trafficking in their current profession, regardless of the calendar year; seven of 761 replied in the affirmative (Figure 134, pg. 178). Similarly, 195 state DOT workers were asked if they had ever been approached by a traveler asking for help because the traveler was being held against his or her will: 1% said yes, .5% said “Yes, more than once,” whereas 98% said no, and .5% were unsure (Figure 135, pg. 179). In another question, among 759 respondents, 99% indicated, in their current professional role, that they had never been approached by someone requesting help to escape an abuser (Figure 136, pg. 179). Less than 1% said they had been approached once or more than once. Most responses suggest that victims have never approached workers, and this circumstance may derive from a worker’s job position, which may not expose them to possible victims.

Figure 133

During the 2019 and 2020 calendar years, did you ever suspect that you had observed signs of human trafficking while on the job?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 134

In your current profession, how many times have you reported potential signs of human trafficking?



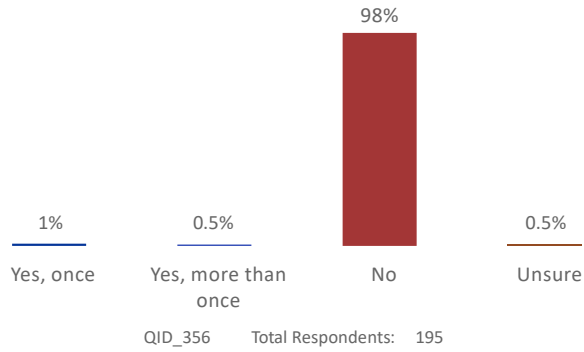
99% Have never reported signs of human trafficking

QID_182 Total Respondents: 761

Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment. Additional responses include the number of times that signs of human trafficking were reported at work by the respondent: 1 to 2 (0.7%), 5 to 6 (0.3%).

Figure 135

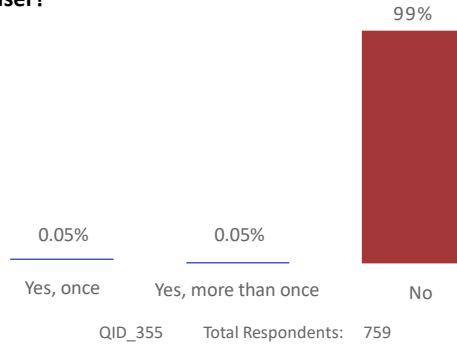
Have you ever been approached by a traveler asking for help because they were being held against their will?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 136

In your current professional role, have you ever been approached by someone seeking help to escape an abuser?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.



Trafficking survivors have confirmed that they may use the restrooms at rest areas. Traffickers can also exploit victims at these locations.

NOST data provide a glimpse into the state DOT workforce's experiences with interactions outside the core state DOT mission and illustrate that there is an opportunity to aid travelers, including potential victims of human trafficking.

Questions posed to state DOT respondents in the construction and maintenance workforce produced other types of data relating to identifying potential victims. Figures 137 and 138 (pg. 181) report whether respondents had direct knowledge of construction and maintenance positions paying less than minimum wage. Such positions were not necessarily in the transportation sector. Data suggests from a small sample of 20 respondents that there were instances where workers were underpaid.

Concerning these findings, it cannot be determined whether the work conditions reported involved a form of exploitation other than paying less than minimum wage. Researchers note it is essential to consider distinctions among the various signs of labor exploitation and those of labor trafficking.²³¹ It may be helpful to note that there was no follow-up question in the NOST regarding worker profiles (e.g., U.S. or foreign nationality) observed; however, this structured data collection does confirm that transportation personnel have a detailed and informed view of other and allied sectors. NOST data suggest what their professional eyes are exposed to, whether within or beyond the scope of employment. In consultation with the state wage and hour agency, local trafficking groups, law enforcement, human trafficking task force, or other appropriate organizations, there may be an opportunity to build awareness and proper reporting protocols.

Data Supporting Awareness Raising, Training, and Policy

The 2021 U.S. Action Plan for Human Trafficking's Priority Action 2.1.4 calls for increased access to public awareness materials.²³² The plan calls for the USDOT to expand awareness materials to more modes and share them nationwide with public and private transportation stakeholders. NOST data could aid this effort as respondents indicate the types of human trafficking and topics on which they want to receive training. This data indicates areas where awareness is needed, even among frontline workers. The data shows areas where continued education is needed.

Figure 139 (pg. 182) shows that nearly one-third of 718 respondents indicated their state DOT delivered human trafficking training, including 10% who said the training was mandatory and another 21% said the training was provided, even though it wasn't mandatory. Forty-two percent indicated they have received sex trafficking training, and 26% of those have received labor trafficking training, as seen in Figure 140 (pg. 182). The survey question did not specify whether the respondent had received training directly from the DOT or another source. Over the last two decades, there has been more emphasis on providing training on sex trafficking. There is an increasing call for counter-trafficking efforts to include labor trafficking in all human trafficking training. For frontline workers to recognize signs of all forms of human trafficking, they must be trained to recognize abnormalities among the public that may indicate the presence of victims of labor and/or sex trafficking. Among 662 state DOT respondents, the training content they wished to receive was identified (Figure 141, pg. 182).

In addition to identifying their preferences for training content, the form of awareness materials should be considered. The NOST elicited transportation workforce views on the method of receiving training, and they were asked to select all preferred methods. Figure 142 (pg. 183) shows that nearly half (49%) of 748 preferred in-person training, with 60% preferring online courses, 57% indicated receiving video training was acceptable, and 8% preferred a workbook. The preferred training delivery methods may require a more significant investment in resources and coordination and should consider the technologies available (or not) to frontline workers.

The 2021 U.S. Action Plan for Human Trafficking's Priority Action 4.4.2 calls for agencies to provide the private sector with more information on human trafficking. USDOT is to extend "outreach efforts to private sector partners through leadership engagement, employee training, public awareness, and development of a multimodal training, expanded public awareness materials, and an anti-trafficking toolkit."²³³ NOST data indicate

that some tools have substantial interest and need. For example, 47% of 761 state DOT respondents said it would be helpful to have a resource card (e.g., wallet card) that includes signs of human trafficking. Only 4% indicated they already had a resource card (Figure 143, pg. 183).

Figure 137

During the 2019 and 2020 calendar years, do you have direct knowledge of work that paid less than minimum wage for any of the following positions. Select all that apply.

	Responses
Asbestos Worker	5%
Bricklayer	10%
Cable Splicer	5%
Carpenter	20%
Carpenter (Acoustical Ceiling Installation Only)	10%
Carpenter (Drywall Hanging Only)	10%
Carpenter (Form Work Only)	15%
Cement Mason/Finisher	15%
Demolition	30%
Drywall Finisher/Taper	10%
Electrician	15%
Floor Layer: Carpet and Vinyl	10%
General Laborer	80%
Ironworkers: Rebar, Structural, Fence Erector	20%
Landscape & Irrigation	15%
Landscape and Irrigation	20%
Mason Tender - Brick	10%
Mason Tender - Cement/Concrete	15%
Mechanic	15%
Oil Tanker Bootman	5%
Painter (Brush Only)	20%
Painter (Roller)	20%
Painter (Spray)	20%
Pipelayer	10%
Plasterer	15%
Plasterer Tender	5%
Plumber	10%
Power Tool Operator	10%
Roofer (Including Tear Off)	15%
Sandblaster	10%
Sheet Metal Worker	10%
Telecommunications Technician	5%
Tile Setter	10%
QID_420 Total Respondents: 20	

Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 138

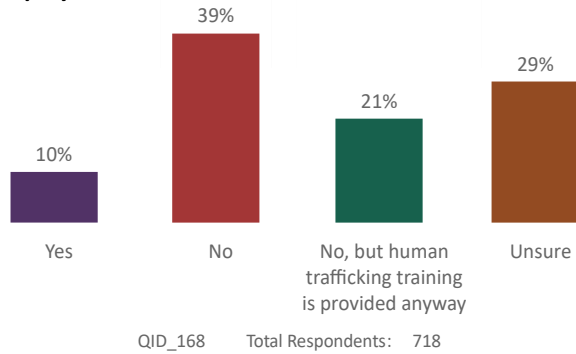
During the 2019 and 2020 calendar years, do you have direct knowledge of positions that paid less than minimum wage for working with the following types of equipment. Select all that apply.

	Responses
Backhoe	31%
Belly Dump	15%
Bobcat/Skid Loader	23%
Bulldozer	23%
Excavator	38%
Forklift	31%
Grader/Blade	23%
Loader (Front End)	31%
Motor Grader: Blade Rough	23%
Motor Grader: Blade -Finish	23%
Roller (over 5 tons)	23%
Roller (under 5 tons)	31%
Self-Propelled Street Sweeper	31%
Trackhoe	31%
Tractor	62%
Water Truck: 2500 < 3900 gallons	15%
Water Truck: 3900 gallons and over	15%
Water Truck: under 2500 gallons	31%
2 or 3 Axle Dump or Flat Rack	23%
5 Axle Dump or Flat Rack	15%
6 Axle Dump or Flat Rack (<16 cu yd)	15%
QID_421 Total Respondents: 13	

Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 139

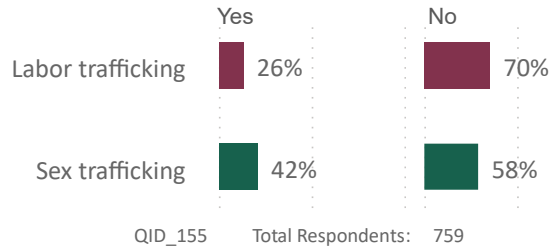
Is human trafficking training mandatory at your current employment?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 140

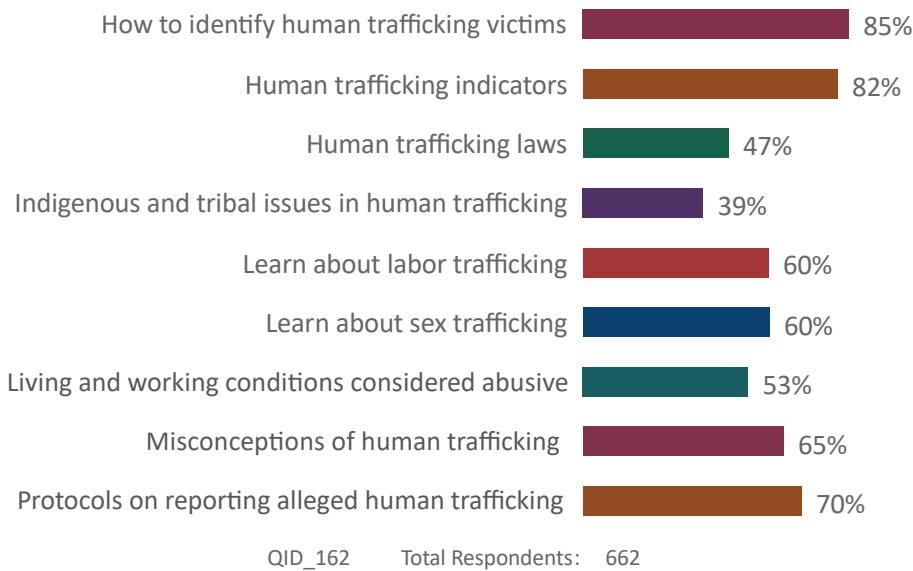
Have you received training on the following types of human trafficking? Select all that apply.



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 141

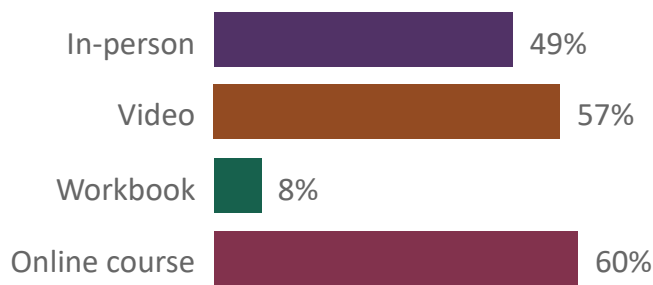
Would you like to receive human trafficking training in the following area? Select all that apply.



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 142

What is your preferred method(s) for receiving training? Select all that apply.

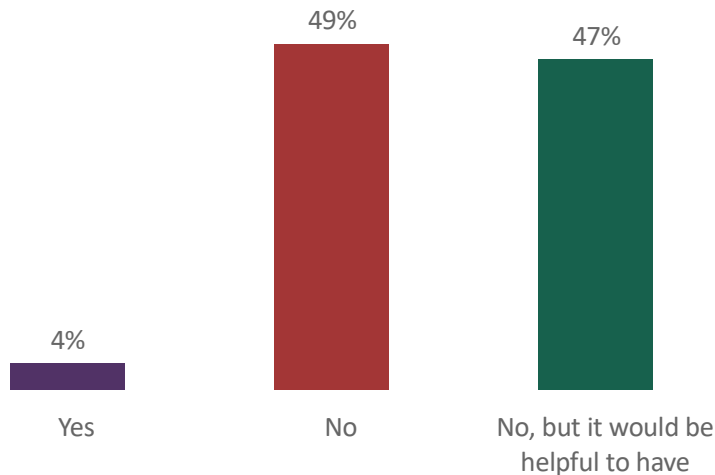


QID_150 Total Respondents: 748

Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 143

Do you have a resource card (e.g., wallet card) that includes signs of human trafficking?



QID_231 Total Respondents: 761

Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

When considering the objectives and content of new anti-trafficking materials, it may be helpful to review instances where most NOST respondents answered “Unsure” in response to a survey question. For example, as seen in Figure 144 (pg. 185), 72% of 43 leaders/managers at state DOTs were unsure whether there were protocols in place so that employees know they are protected if they report and misidentify signs of human trafficking. Also, as seen in Figure 145 (pg. 185), 65% of 55 leaders/managers are unsure if there is a designated in-house staff member to whom employees are to report signs. Such uncertainty may flag potential governance issues to probe when developing and implementing new policies and processes.



During the 10+ years that I was being trafficked, vehicles were always needed. In my situation, my trafficker always had a vehicle put in someone else's name. Transporting victims to John's houses or hotels, we always used vehicles. There were times when taxis were used but those were very few. However, in Florida where I'm from, the major taxi services are a portal to trafficking as well. Men and women come in from out of town and can simply ask the major taxi company where the women are and he will bring them right to the area of prostitution and trafficking. So in that case, usually a taxi is used to transport back and forth.

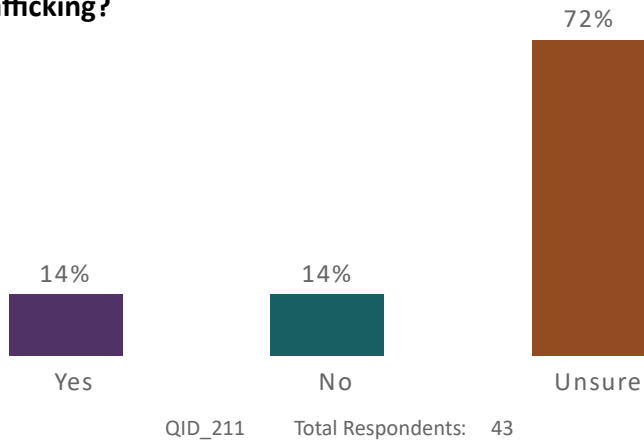
Now that I am almost 11 years free of my trafficker, transportation has been an issue. During the time I was trafficked, I was arrested several times for crimes related to the trafficking which causes fines or suspension of my license, etc. Now, years later, I would have to figure out how to pay thousands of dollars to the court system, as well as to the DMV to simply get my license back. That requires money and transportation. Once I was able to take care of that, it got a bit easier. Yet still, because of health issues, I couldn't access public transportation due to the walks to and from a bus stop. And so on.

I know many Survivor leaders who have come out of trafficking with traumatic head injuries and many other health problems. Some of them didn't show up for years later. But because of these traumas to our bodies and our minds due to the years of trafficking and torture that we barely made it through, we have some disabilities and some issues to work through barriers. So, I guess it kind of goes both ways. If a survivor had a vehicle that would help him or her to get around and take care of their family, medical appointments, grocery store, etc. that would be a positive impact! But unfortunately, on the flip side, transportation is also used as a means to lure and transport victims of human trafficking as well.

The Survivor requested to remain anonymous

Figure 144

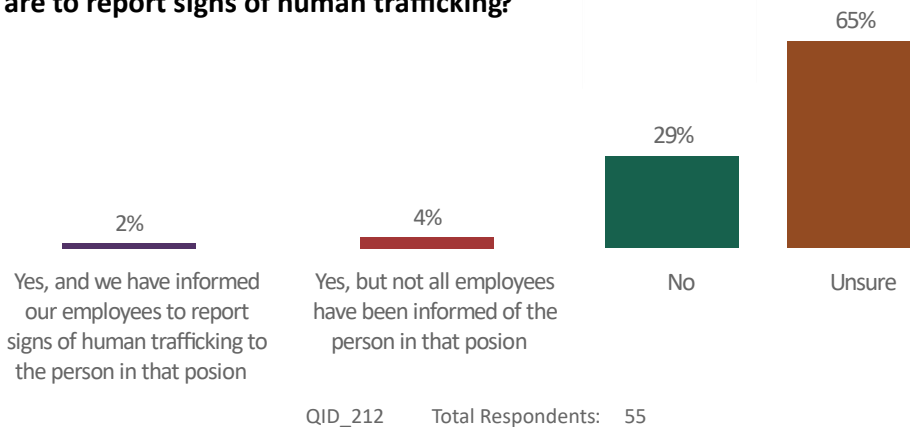
Are protocols in place so employees know they are protected if they report and misidentify signs of human trafficking?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 145

Do you have a designated in-house staff member to whom employees are to report signs of human trafficking?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

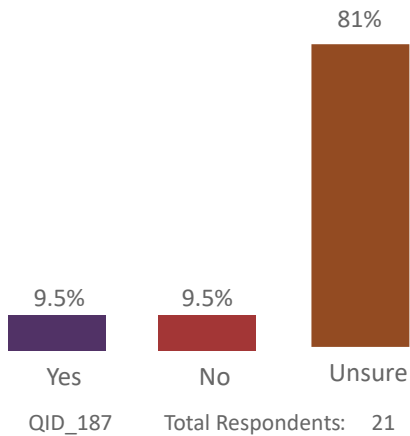
Governance of anti-human trafficking extends to data.²³⁴ This report notes that USDOT’s TLAHT program asks transportation organizations to sign a pledge. Signers pledge to collaborate to help end human trafficking by, among other things, “Measuring our collective impact on human trafficking by tracking and sharing key data points.”²³⁵ There is interest in data sharing. In 2019, for example, when asked what state DOT resources and assets could aid law enforcement efforts to combat human trafficking, preliminary and non-peer-reviewed results recorded 79% of respondents (designated by state DOTs) as selecting the reply, “Documentation of observations by the workforce in unpatrolled areas, e.g., remote sites,” and were similarly supportive of other data sharing.²³⁶

Responses to two NOST questions indicate the sentiments of the workforce on data sharing, which in turn may provide initial insight when building out data management within a human trafficking initiative or program.

- Twenty-one workers answered whether there were protocols for sharing a report of suspected trafficking with other modes, and 80% were unsure (Figure 146).
- Also, respondents were asked if a strategy exists for sharing data and information with other governments for investigatory purposes. Again, most respondents were unsure about each law enforcement partner listed (Figure 147).

Figure 146

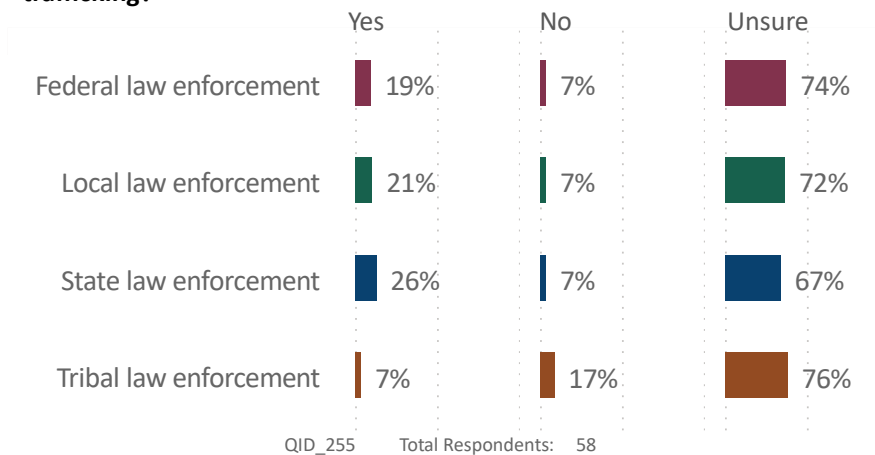
When reporting potential signs of human trafficking, are there formal communication protocols that direct your operator (or others in your organization) to share the report with other modal operators?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 147

Does your employer have a strategy for sharing data and information with other governments that is helpful to investigating human trafficking?



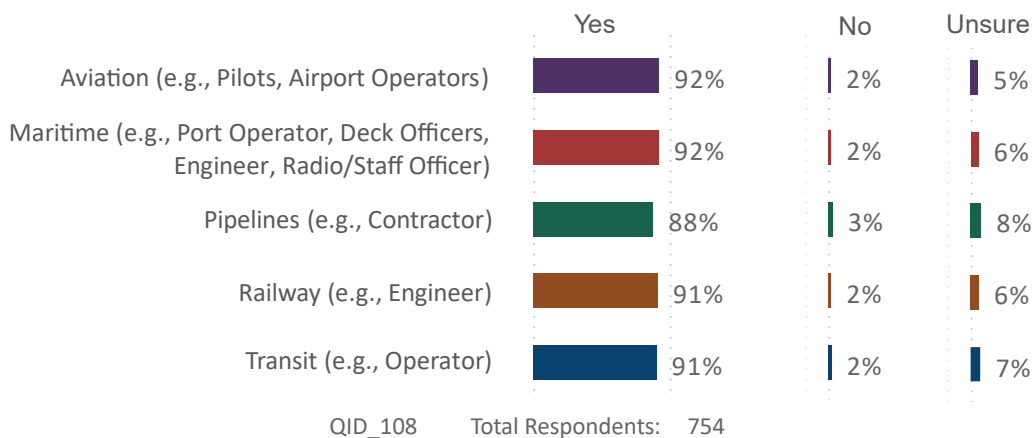
Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

In contrast to unknowns regarding new processes, there was strong agreement on specific policy issues.

- When considering the legal consequences for transportation workers who are found to have facilitated human trafficking, a large percentage believed there should be laws that enable revocation of licenses in aviation, maritime, and other modes, just as commercial driver licenses can be revoked if the holder, e.g., a driver of a truck or bus is found guilty of transporting human trafficking victims. Figure 148 presents the data showing an average of more than 90% of 754 respondents favored other modes of transportation, implementing the same consequence for receiving this conviction.
- With respect to early-career training, NOST questions covered transportation-related professions where one can observe human trafficking in person or digitally. Figures 149 and 150 (pg. 187) indicated that respondents consistently believed that human trafficking training should be taught at relevant trade schools, such as information technology and construction.

Figure 148

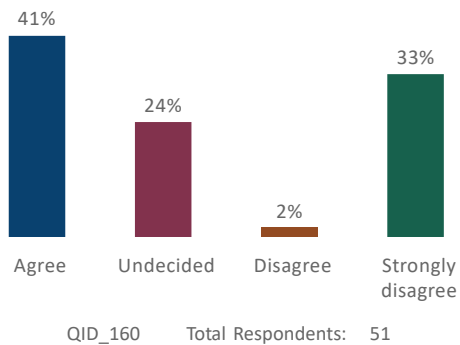
Currently, if a CDL driver is convicted of a felony for knowingly transporting people for purposes of human trafficking, they are banned from having a CDL license again. Do you support the introduction of a similar law for license holders and operators in the following modes of transportation who knowingly facilitate human trafficking? Select all that apply.



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment. The “No Human Trafficking on Our Roads Act” prohibits an individual from operating a CMV for life if that individual uses a CMV in committing a felony involving a severe form of human trafficking. (Source: Federal Registry: Lifetime Disqualification for Human Trafficking, A Rule by the Federal Motor Carrier Safety Administration on 07/23/2019)

Figure 149

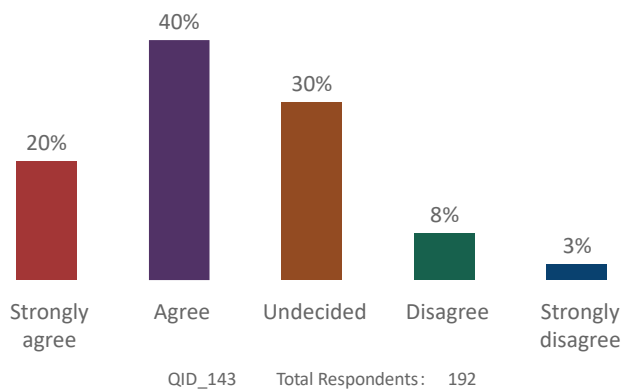
Should schools that conduct training for the information technology sector include a course on human trafficking?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 150

Should construction industry trade schools include a course on human trafficking?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Concluding Thoughts

Countering human trafficking is compelling work, and state DOTs who participated in the NOST have resolved to support it. Almost all state DOTs have signed the USDOT TLAHT pledge, confirming their commitment to combating all forms of human trafficking. For the state DOTs that participated in the NOST, employee awareness raising and training on this topic are common and have had some effect. Most respondents in the state DOT workforce were confident in reporting signs of human trafficking should they observe any.

A small percentage of workers have identified and reported signs of human trafficking; however, some workers with suspicions did not make a report. Across the respondent pool, supervisor reprimands were not a common reason for such hesitation; employees were more likely to talk with a supervisor before reporting. Further data analysis may reveal detailed insights. More generally, and by a considerable margin, respondents felt that trade schools should provide human-trafficking courses.

More specific guidance is needed at state DOTs to set or simplify processes. Such advice can make it easier for the workforce to understand the circumstances in which they should report and improve their understanding of the process for reporting signs of human trafficking. With initiatives at the USDOT, American Association of State Highway and Transportation Officials (AASHTO), and TRB (Transportation Research Board), plus efforts within allied modes, state DOTs have a national network of peers and important access to trusted colleagues, experts, and resources, which can support a collective effort to counter human trafficking.

About the Authors

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State Laws: Overview of Anti-Human-Trafficking Legislation

By Trayce Hockstad, JD

Over the last decade, understanding the intersection of transportation and human trafficking has become a top priority for researchers in the United States (U.S.). As the transportation industry continues to realize its potential for impact, different sectors have begun strategizing about effective counter-trafficking measures and how best to implement them. In 2012, the U.S. Department of Transportation (USDOT) formed its Transportation Leaders Against Human Trafficking (TLAHT) initiative. The initiative brought together industry stakeholders to coordinate counter-trafficking efforts and spread awareness of the issue more efficiently. In 2018, USDOT established the Advisory Committee on Human Trafficking to inform, advise, and make recommendations for federal policy and best state practices relating to human trafficking.²³⁷

As more transportation systems have begun to engage actively in this fight on the frontlines, we still have much to learn. An overwhelming lack of data has plagued many transportation researchers and policymakers in their attempts to develop strategies to reach victims trafficked through different modes. This also makes it challenging to create data-driven decisions when a dearth of new data exists. One of the vital goals of United Against Slavery's National Outreach Survey for Transportation (NOST) has been to identify those data issues and policy gaps that undercut the industry's ability to interrupt trafficking activities on the transportation grid.

As part of drafting questions and evaluating results, those working on the NOST have taken account of the current landscape of anti-trafficking regulation in the U.S. The following tables summarize laws in place in mid-2022. At the forefront of enabling legislation are those laws that promote training for transportation industry employees and requirements for licensing. Thirty-nine states and the District of Columbia (D.C.) statutorily require or authorize law enforcement training on human trafficking, while 24 make the training specific to the trafficking of children.²³⁸ Thirty-six states have passed legislation that permits posting hotline information for anti-trafficking measures and required training for transportation personnel (such as applicants for commercial driver's licenses).²³⁹ New York and California recently passed new statutory provisions permitting or requiring the posting of trafficking-victim assistance information in the public transit, lodging, and food service industries.²⁴⁰ Federal law (49 CFR Parts §§ 383-384) also now prohibits an individual from operating a commercial motor vehicle for life if that individual uses a commercial motor vehicle in committing a felony involving a severe form of human trafficking.²⁴¹

Each law included in this table has a clickable link.

FORFEITURE	CIVIL STANDING	RESTITUTION	EXPUNGE & VACATE	AFFIRMATIVE DEFENSE
AI § 13A-6-156	AI § 13A-6-157	AI § 13A-6-155	A7 § 13-907.01	AI § 13A-6-159
CA § Penal.236.186	AR § 16-118-109	CO § 18-1.3-603	AK Code § 16-90-904	AZ § 13-3214
CO § 16-13-303	CA Civ § 52.5	DF 11 § 787	CA Penal Code §	AR § § 5-70-102
CT § 54-360	CO § 13-21-127	HI § 707-785	CO § § 18-7-201.3	AR § § 5-70-103
D.C. § 22-1838	CT § 52-571i	ID § 18-8604	CO § § 24-72-706	CA Penal Code
DE 11 § 787	DE 11 § 787	IN § 35-42-3.5-2	CT § 54-95c	CO § 18-7-201.3
FL § 787.06	FL § 772.104	IA § 710A.4	DE 11 § 787	CT § 53a-82
GA § 16-5-46	IN § 35-42-3.5-3	IL 720 § 5/10-9	FL § 943.0583	DE 11 § 787
HI § 712A-4	KS § 60-5003	KY § 532.034	GA § 15-11-32	GA § 16-3-6
IL 720 § 5/10-9	KY § 431.082	IA § 15:539.3	HI § 712-1209.6	IL § § 725 § 5/115-6.1
IL 720 § 5/1246-300	IA § 46:2163	MI § § 780.766b	ID § 67-3014	IL § § 720 § 5/11-14
IN § 34-24-1-1	ME 5 § 4701	MI § § 750.462f	IL 725 § 5/116-2.1	KS § 21-6419
KS § 60-4104	MA 260 § 4D	MS § 97-3-54.6	IA § 725.1	KY § 529.170
KY § 529.150	MS § 97-3-54.6	MO § 566.223	KA § 21-6614	IA § § 14-89.2
IA § 15:539.1	MO § 566.223	NV § 200.469	KY § 529.160	IA § § 14-83.3
MA 10 § 66A-517	MT § 27-1-755	NH § 633:10	IA § § 855	IA § § 14-83.4
MD Criminal Pro. § 13-	NF § 25-21.299	NI § 2C:13-8	MD Criminal Law § 8-	IA § § 14-46.2
ME 15 § 5821	NV § 41.1399	NM § 30-52-1	MI Comp. § 780.621	IA § § 14-89
MS § 97-3-54.7	NM § 30-52-1.1	NC § 14-43.20	MS Code Ann. § 97-3-	MD Criminal Law § 11-
MT § 45-5-707	NH § 633:11	ND § 12.1-41-09	MT § 46-18-608	MA 265 § 57
NC § 14-43.20	NI § 2C:13-8.1	OK 21 § 748.2	NV AB 243 § 2	MN § 609.325
ND § 54-12-14	NY Soc. Serv. § 483-bb	PA 18 § 3020	NI § § 2C:44-1.1	MS § 97-3-54.1
OK 21 § 1738	ND § 12.1-41-15	RI § 11-67-4	NI § § R.3:21-11	MO § 566.223
PA 18 § 3021	OH § 2307.51	SC § 16-3-2040	NH § 633:7	MT § 45-5-710
RI § 11-67-5	OK 21 § 748.2	TN § 39-13-314	NM § 30-52-1.2	NF § 28-801
TN § 39-13-312	PA 18 § 3051	TX CCP § 42.0372	NY N.Y. CPI 440.10	NH § 645.2
WV § 6-2-711	SC § 16-3-2060	VT 13 § 2657	NC § 15A-1416.1	NI § § 2C:34-1
	SD § 20-9-46	WY § 6-2-710	ND Cent. Code § 12.1-	NI § § 2C:13-8
	TN § 39-13-314		OH § 2953.38	NY Penal § 230.01
	UT § 77-38-15		OK 21 § 748.2	OK 21 § 748
	VT 13 § 2662		OR Laws 2017 Ch. 245.	OR § 163.269
	WA § 19.320.040		PA 18 § 3019	PA 18 § 3019
	WV § 61-2-17		SC § 16-3-2020	RI § 11-34.1-2
	WI § § 940.302		TX Fam. § 58.003	SC § 16-3-2020
	WI § § 948.051			SD § 22-23-1.2
				TN § 39-13-513

Each law included in this table has a clickable link.

SERVICES TO NON-CITIZEN	CHILD WELFARE SPECIFIC	PROGRAMS TO PROVIDE SERVICES	PLAN TO PROVIDE SERVICES TO	LEGISLATIVELY CREATED
Ark. Code § 12-19-104:	Cal. Welf. & Inst. Code	Mo. Rev. Stat. § 566.223	Ark. Code § 12-19-103	Alabama HJR270
Cal. Welf. & Inst. Code §	Conn. Gen. Stat. Ann. §	N.M. Stat. § 30-52-2	Conn. Gen. Stat. Ann. §	Arkansas Code § 12-19-
Fla. Stat. § 402.87	Fla. Stat. § 409.1678	N.Y. Soc. Serv. § 483-BB	Ga. Code § 49-5-8	California 2016 AB 1731
N.Y. Soc. Serv. § 483-DD	Mich. Comp. Laws §	Okla. Stat. tit. 21, § 748.2	La. Rev. Stat. § 46-2161	Colorado Rev. Stat. Ann.
N.C. Gen. Stat. Ann. § 14-	Tex. Fam. Code §	Penn. Cons. Stat. tit. 18,	Minn. Stat. § 299A.795	Connecticut Gen. Stat.
	Tex. Hum. Res. Code §	Tex. Govt. Code §	N.J. Stat. § 52:4B-44	Delaware Code title 11, §
	Wis. Stat. § 48.48	Wyo. Stat. § 6-2-709	N.J. Stat. § 52:4B-44.1	Florida Stat. Ann. § 16-
			Penn. Stat. tit. 43, § 1499	Guam Code Ann. § 26.20
			Tenn. Code § 71-1-135	Illinois Rev. Stat. ch. 20, §
				Illinois 2015 HB 2822
				Kentucky Rev. Stat. §
				Louisiana 2013 SCR27
				Maryland 2015 HB456
				Maryland 2016 SB863
				Michigan Comp. Laws §
				Minnesota Stat. §
				Mississippi Code Ann. §
				Missouri 2016 HB2116
				Nebraska Rev. Stat. § 81-
				New Jersey Stat. Ann. §
				New Mexico Stat. Ann. §
				New York Soc. Serv. Law
				North Carolina Gen. Stat.
				North Dakota Cent. Code
				Rhode Island Gen. Laws §
				South Carolina Code §
				Tennessee Code § 4-3-
				Tennessee Code § 4-3-
				Texas Govt. Code §
				Washington Rev. Code §

Each law included in this table has a clickable link.

IMMUNITY & DIVERSION	
AL § 13A-12-123	MT § 45-5-709o
AL § 12-15-701	NE § 28-801
AL § 13A-6-181	NH § 645:2
AR § 9-27-323	NY Crim. Pro. § 170.80
CA Penal Code § 236	NC § 14-204
CA Penal Code Penal § 647	NC § 14-205.1
CA Penal Code Welf. & Inst.	ND § 12.1-41-12
CA Penal Code Welf. &	ND § 12.1-41-17
CT § 53a-82	OK 21 § 748.2
CT § 7a-106f	PA 18 § 3019
DE 11 § 787	SC § 16-3-2020
DC § 22-2701	TN § 39-13-513
FL § 409.1754	TX Fam. § 54.0326
FL § 796.07	UT § 76-10-1302
FL § 39.524	VT 13 § 2652
HI § 712-1200	WA § 13.40.213
IL 720 § 5/11-14	WA § 13.40.219
IA § 725.1	WI § 944.30
KS § 38-2231	WY § 6-2-708
KS § 38-2232	WY § 6-2-709
KY § 15A.068	
KY § 630.125	
KY § 620.029	
KY § 529.120	
MI § 750.451	
MN § 145.4716	
MN § 260B.007	
MN § 260C.007	
MN § 626.558	
MS § 97-3-54.1	

To strengthen the transportation industry’s efforts to improve counter-trafficking work, USDOT’s human trafficking prevention coordinator engages across the Department and with transportation stakeholders to combat the crime. USDOT also focuses on outreach and education to commercial truck drivers and supports reporting efforts with annual reporting to the U.S. Department of Justice Attorney General’s Annual Report to Congress on U.S. Government Activities to Combat Trafficking in Persons.²⁴² Forty states have attempted to reduce demand for trafficking by implementing buyer-applicable trafficking laws. Of these laws, 22 include language that is expressly applicable to buyers.²⁴³ Thirty-six states and D.C. enable the prosecution of facilitators who benefit financially from assisting or enabling domestic minor sex trafficking.²⁴⁴ By including terms like “assisting, enabling, and financially benefiting from” trafficking, policymakers can encompass facilitators in their designed penalties (including those who knowingly transport victims to and from exploitative trafficking destinations).²⁴⁵ A minority of states criminalize the promotion and sale of sex tourism, but many carry enhanced penalties for such acts involving victims under 18.²⁴⁶ Shared Hope International recommends that laws that criminalize the commercial sexual exploitation of children identify “buyers” as those who provide something of value as an act of “purchasing” or “patronizing” prohibited under the law, and the use of public transportation systems to achieve these purchases.²⁴⁷ These laws should also be drafted to apply to business entities to prevent the shielding of culpable individuals through corporate activity.²⁴⁸

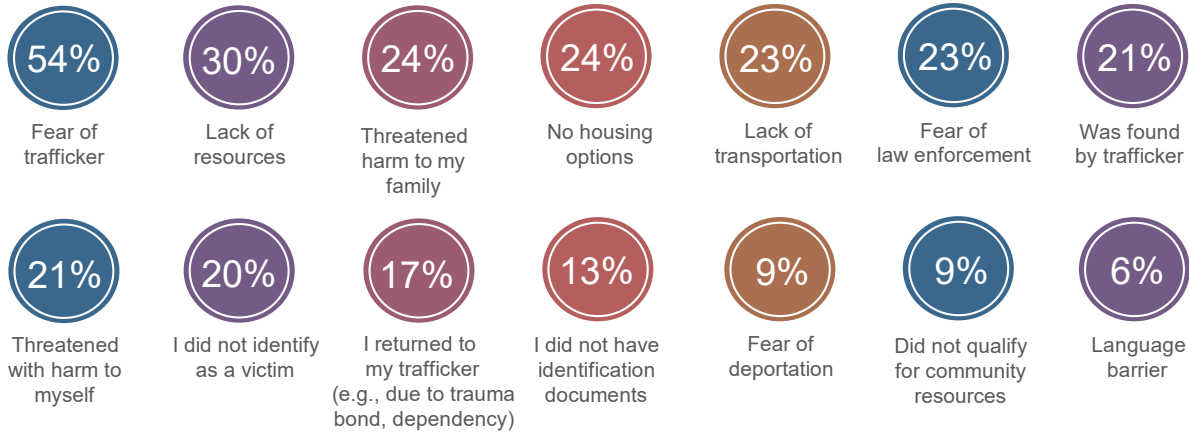
In 2013, the Uniform Law Commission drafted the Uniform Act on the Prevention of and Remedies for Human Trafficking (UAPRHT).²⁴⁹ UAPRHT structured its policy and legislative response to human trafficking in three parts: total criminal penalties, protections for human-trafficking victims, and public awareness and prevention methods. This model is based on the federal Trafficking Victims Protection Act (TVPA) of 2000, which was the first comprehensive federal law to address trafficking in persons (22 U.S. Code § 7101 *et seq.*).

Most laws passed in the transportation industry focus on the prevention and prosecution aspects of the TVPA. Helping victims has proven a bit trickier for the industry to address proactively; however, in a 2018 survey of 104 survivors conducted by Polaris,²⁵⁰ 54% of interviewed survivors of human trafficking indicated that access to

transportation was a barrier to leaving their trafficking situation. Among survivors who answered on NOST, 23% confirmed the same (Figure 151).

Figure 151

What prevented you from exiting your human trafficking situation(s)? Select all that apply.



QID_446 Total Respondents: 145

Note: These statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Concluding Thoughts

Transportation can enable a human trafficking enterprise; to a survivor, its absence can be a barrier to a new life. There have been several proposed solutions to this and other problems that victims have faced in the transportation industry. Such solutions include offering travel vouchers to survivors, posting prevention-based materials at transit stations and airports, developing employee anti-trafficking and demand reduction policies, and developing or enhancing existing training for transportation workers on how to spot and respond to trafficking situations.²⁵¹ These solutions offer states a variety of ways in which to draft policies and enable legislation to establish assistance programs for victims moving through the nation’s transportation systems. Other resources provide additional insight into legislation impacting human trafficking.²⁵²

About the Author

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Criminal Justice Response to Human Trafficking: Law Enforcement Perspectives and One Nonprofit’s Approach to Training Law Enforcement in Modern Times

By Rochelle Keyhan, JD

United States (U.S.) human trafficking legislation defining federal and state criminal standards and consequences for human trafficking constitutes a relatively new area of law, with some states passing their trafficking statute as recently as 2013.²⁵³ With such recency, some states are still working through the investigation and prosecution of their first human trafficking cases and developing their investigative processes, social services, survivor support service networks, prosecution motions and strategies, and even the necessary budgets and resources to be able to achieve a holistic response effectively.

As the system is built, task forces, criminal justice professionals, and agencies supporting survivors must lean on evidence and data to inform their practices, ensuring that survivors’ expressed needs are centered throughout that process development. After expert practitioners evaluated the National Outreach Survey for Transportation (NOST) survey data, two main themes emerged: law enforcement agencies need more resources to collaborate across their geographic jurisdictions, and the entire system needs more detailed tactical training and technical assistance to help investigators and prosecutors build winning cases that support and empower survivors.

U.S. Human Trafficking Law: Federal-State Practice Issues and a Firsthand Account of Their Evolution

The 50th U.S. state passed its human trafficking statute less than a decade ago. It has been 23 years since Congress passed the Trafficking Victims Protection Act (TVPA), codifying the federal anti-trafficking statute. These two decades have seen significant progress in the national conversations around human trafficking and the increased identification of trafficking cases; however, the number of federal prosecutions of human trafficking remains stagnant each year, and local criminal justice systems are not resourced or equipped to investigate their cases.²⁵⁴

This chapter draws from my experience and observations working in the public sector and as staff for a non-profit, Collective Liberty. As a county prosecutor in Philadelphia, I handled over 20,000 cases in the Family Violence and Sexual Assault unit. Most were domestic violence cases on recurring dockets, including assault, stalking, and attempted murder. I also handled adult and child sexual abuse and rape cases and our county’s

first two human trafficking cases. Those two trafficking cases in my assigned caseload took more time, energy, and agency resources than the other 50+ concurrent cases combined.

I became a prosecutor in Philadelphia, Pennsylvania, in 2010, when the state passed its first human trafficking criminal statute. As I tried those cases, we had no standard arguments, motions, or case law to lean upon for applying the statute. Due to the lack of human trafficking case law, new research based on case law from domestic violence and rape cases was needed each time I argued a human trafficking case. As a result, judges recognized that their rulings were more likely to be appealed than in more conventional legal interpretations because they were of “first impression” and without precedent.

I was still a prosecutor when that statute was amended a couple of years later for clarity and additional clauses, having used my experience with the current language to inform the legislature of the improvements needed. Textual changes added clarity and thoroughness around the myriad ways sex and labor trafficking can manifest beyond the commonly understood “pimp-controlled sex trafficking” type. In those conversations around the amendment, people struggled to distinguish between prostitution, wherein someone is engaging consensually in the sex trade, and sex trafficking, wherein someone is being coerced, defrauded, or forced into the sex trade.

In those years as a prosecutor, the anti-trafficking field of investigators and prosecutors pushing these cases forward across the U.S. was small. We connected as a community to help one another as we learned lessons in silos, shared resources, innovated strategies, and connected each other to experts to help educate judges and juries. Around 10 years later, the anti-trafficking movement is more significant, with most states at least aware of the issue; however, most law enforcement departments do not have dedicated human trafficking units or the resources necessary to investigate these tech-heavy, financial crime-focused, organized crime cases that involve special victims’ crimes. These crimes cross over multiple criminal specialties, not fitting naturally into any existing unit or investigation type. Instead, they require collaboration across disciplines, tailored training, and resource allocation to effectively argue motions of first impression that will stand up on appeal.

This is difficult terrain for elected prosecutors, police chiefs, sheriffs, and judges, as their actions can shape an entire state’s statutory interpretation for better or worse. At the “for worse” end, interpretations can narrow the application of statutes and cripple effective prosecution, leaving victims without justice for being trafficked. We must rapidly equip the system to feel confident as future human trafficking cases are presented for prosecution, creating the case law.

Until we do so, city, state, and federal prosecutors will continue to have high and rigid standards for the evidence they require for a trafficking case. These standards often do not account for victims with substance abuse or mental health issues nor for minimizing the trauma that victims experience throughout the criminal justice process. As a result, most trafficking victims are not the “right” victims that prosecutors are willing to present at trial, leading to most cases being pleaded out or dismissed. This is especially true in federal prosecutions.

The overreliance on federal prosecuting agencies as the primary source of criminal justice for human trafficking must shift. This must include a shift in the resources to equip local agencies to take on this organized, cross-jurisdictional crime historically reserved for federal investigations and prosecutions. Forty-six percent of 300 law enforcement NOST respondents who answered this survey question indicated that the lack of resources for long-distance travel for these cross-jurisdictional cases was why more human trafficking cases are not investigated by local law enforcement (Figure 152, pg. 198). In comparison, 29% indicated that human trafficking was beyond the investigative powers of local law enforcement, supporting the notion that even if an agency is resourced to travel outside their jurisdiction for investigations, it’s not always supported by policy or jurisdictional mandates to do so. These obstacles can be overcome by collaborating with local law enforcement agencies and providing tools and resources to facilitate information sharing and investigative support across jurisdictions. This form of collaboration is traditionally (and by design) the purview of state and federal agencies, which are meant to take on cross-jurisdictional cases so that individual jurisdictions can focus on their respective locales. This perspective

likely contributed to the views of 5% of respondents who said that locals aren't investigating human trafficking more because trafficking is a federal issue and the 19% who said it is not a priority for local governments.

Figure 152

Why do you think more human trafficking cases are not investigated by local law enforcement? Select all that apply.



QID_114 Total Respondents: 300

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The NOST law enforcement and rail data include the data collected from law enforcement working in the railroad industry.

While local agencies' human trafficking case numbers are increasing, they are significantly less resourced than federal agencies. Their jurisdictional/geographic boundaries often limit them in trying to investigate a cross-jurisdictional crime. Federal enforcement agencies have authority over crimes that cross jurisdictions. In contrast, local agencies require collaboration and often need to seek permission to be able to investigate in other cities, counties, and states where they don't have organic jurisdiction. Transportation across jurisdictions is also a hurdle for local agencies, as confirmed by NOST data noted further below in this chapter. Without additional funding and resources, this level of collaboration is not sustainable for local agencies.

Human Trafficking Enforcement and Task Force Resources

The capacity of investigators and departments charged with investigating human trafficking is already limited, as these units must add a new type of crime to existing caseloads with limited resources and little acknowledgment of the increased complexity of the new crime. Meanwhile, traffickers are networked and operate freely across geographic boundaries. With law enforcement only resourced to operate in silos defined by their geographic and jurisdictional boundaries, traffickers can often evade consequences when crossing those boundaries. For example, police departments within a specific city are tasked with enforcing the laws within that city alone, without funding or mandates outside their city limits. On the other hand, state agencies provide support when criminal activity crosses city and county lines throughout the state, and federal agencies do so when the activity crosses state lines. While there are exceptions to every rule, the structure of the state and federal criminal justice systems in the U.S. limits resources to those boundaries, which limits the resources available to local agencies to disrupt trafficking networks that cross those boundaries. This lack of coordination and under-resourcing means prosecution and conviction rates remain low. For example, there were only 526 federal convictions in the U.S. in 2018.²⁵⁵ In 2018, 177 traffickers were arrested in Texas (one of our nation's largest states by area and population), yet only 45 were convicted.²⁵⁶

There are many reasons for the low figures of apprehension and conviction of traffickers and why traffickers have primarily operated with impunity, including the lack of collaboration, data and intelligence sharing, human

trafficking best practices, and cultural awareness. At the same time, law enforcement is gaining more investigation training and knowledge. Prosecutors and judges must catch up to better identify and advocate for victims and more successfully and consistently stop their traffickers.

Challenges Identified by Law Enforcement

When asked about the most significant challenges they experience in achieving more human trafficking prosecutions, among 221 law enforcement respondents, 67% of participating law enforcement answered, regardless of their length of time in law enforcement, that there is insufficient training to equip law enforcement to identify human trafficking. The second and third greatest challenges identified for achieving more human trafficking prosecutions were that survivors are afraid to testify (52%) and the lack of victim testimony (45%). Data also indicated a lack of collaboration (38%) and a lack of evidence (33%). Their responses are summarized in Figure 153. These go together and tie directly into the need for expert-level training for practitioners who build strong cases despite those challenges.

Figure 153

What are the greatest challenges to seeing more human trafficking prosecutions in your community? Select all that apply.



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

These findings directly support the conclusions Collective Liberty staff have identified in their work, training nearly 10,000 investigators across over 400 jurisdictions in 46 U.S. states.²⁵⁷ In addition to training investigators in how to identify human trafficking, build strong evidence-based cases regardless of witness cooperation, and prosecute with a focus on the offender, the organization also focuses on the gaps in collaboration and resource sharing that often frustrate successful investigations and prosecutions. These factors inform the analysis of NOST data.

Cases by the Numbers

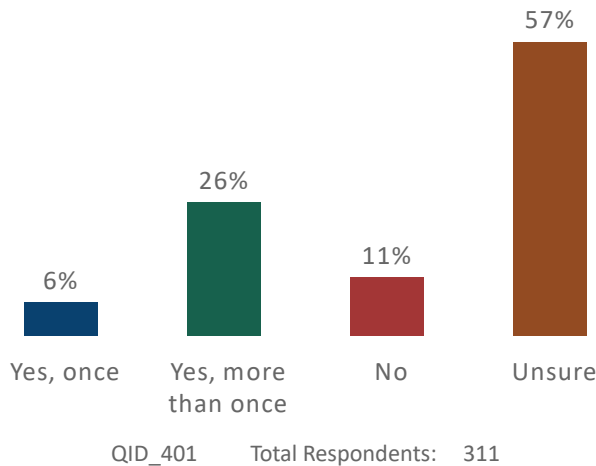
Among 311 law enforcement officials, 57% were unsure whether their department had investigated a trafficking case in 2020, with only 32% indicating that they knew of one or more investigations in 2020 (Figure 154).

While passionate enforcement actors are committed to disrupting traffickers, it is essential to acknowledge that roadblocks prevent them from collaborating with other jurisdictions and private sector institutions bound by their regulations. Traffickers can benefit from these roadblocks and silos, frequently allowing them and their associates to operate in plain sight.

There is also little to no collaborative and systematic data sharing or current national- or state-level solution to collate, analyze, and distribute actionable intelligence on organized human trafficking networks to those agencies in a position to disrupt criminal activity. More strategic use of data in this way, mirroring traditional fusion center work deconflicting and data-sharing around narcotics and gun trafficking, can connect adjacent law enforcement agencies to collaborate on investigations and can connect care coordination programs for survivors with criminal justice agencies to ensure survivors receive consistent support. As shown in Figure 155 (pg. 201), 95% of 274 law enforcement respondents agreed (27%) or strongly agreed (68%) that in countering human trafficking, there should be better collaboration among all levels of law enforcement.

Figure 154

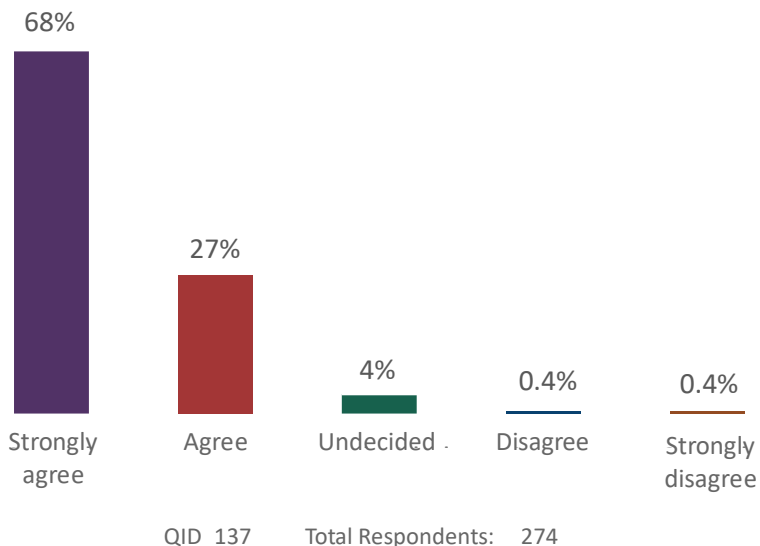
Has your department investigated (or been involved in an investigation of) a human trafficking case in the 2019 and 2020 calendar years?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 155

To what extent do you agree or disagree with this statement, "There should be better collaboration among all levels of law enforcement in countering human trafficking."



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

This need is addressed in Collective Liberty’s national-level work in law enforcement education. Training and technical assistance centers around capacity-building partnerships and collaboration across agencies and stakeholders.

Less local cohesion and collaboration is often a symptom of local jurisdictional mandates, focusing on their geographical areas of responsibility and leaning on statewide or federal agencies to handle cross-jurisdictional cases. Bureaucracy, however, has prevented the adoption and scaling of any cohesive national solution, and local agencies often encounter trafficking cases that need investigation. Across the nation, local task forces work closely with federal agency counterparts at the U.S. DOJ’s Federal Bureau of Investigations (FBI) and the U.S. Department of Homeland Security’s Homeland Security Investigations. Still, it’s not uncommon for them to work more closely with one agency than the other. Reduced cohesion and collaboration at the federal investigation and jurisdiction level interfere with cohesion locally. Additionally, by design, jurisdiction is a deliberate silo defined by jurisdictional boundaries.

This silo exists within specific jurisdictions, with agencies struggling to align missions, priorities, budgets, and staffing. As previously discussed in this chapter, when asked why most law enforcement respondents think more human trafficking cases are not investigated by local law enforcement, one of the top five reasons named was the lack of resources to travel a long distance to follow leads and evidence in these cross-jurisdictional cases.

There is also a lack of systematic and uniform data collection and sharing within and across jurisdictions fighting human trafficking. One of law enforcement’s main challenges is the fluidity with which traffickers can adapt their methods, mainly due to enabling technology not always readily available to public agencies. Law enforcement has limited time, human capacity, and financial resources to identify and interpret intelligence quickly. Working solo to track and apprehend suspects can be viewed as a resource-intensive task often met with department or jurisdiction limitations. Law enforcement agencies are mandated to focus within their jurisdiction without the

capacity to collect and analyze data at the national level in each city. For example, it may seem inconsequential for an agency in El Paso, Texas, to consider data from New York. Still, these data are valuable in providing concrete data on the activities of the potential victim and trafficker, illustrating criminal behavior that often spills into other local and state jurisdictions.

The law enforcement and social service provider partnerships that Collective Liberty has cultivated across the U.S. illustrate the success of networked communities of practice. In 2021, a law enforcement partner in Hawaii needed support for a survivor who wanted to relocate to another state. Collective Liberty's team connected them to a non-profit that could meet the survivors and connect them to services immediately upon relocating. A law enforcement partner from another state reached out for intelligence analysis support as they worked to build an offender-focused trafficking case against an illicit massage business, shifting their approach away from arresting potential victims inside. Collective Liberty identified criminal connections in other states and links to trafficking enforcement in the jurisdictions they collaborated with. It is common to provide template motions, warrants, subpoena language, subpoena process information, and direct connections to similarly situated law enforcement with whom they can collaborate. Instead of reinventing the wheel in silos, collaboration is essential to improve it. In addition to building strong cases against traffickers, systems for wrap-around support must exist to support survivors.²⁵⁸

Traffickers benefit from jurisdictional and law enforcement limitations and continue operating with impunity. Simply put, the current system is still a significant work in progress. Existing tools and information used to combat human trafficking are insufficient and reactive, do not address the full scope of the problem, and do not facilitate collaboration and communication between organizations, which is essential in fighting this multidimensional crime.

Task Force Design

As discussed in the state laws chapter of this report, *"Overview of Anti-Human-Trafficking Legislation,"* nearly 30 states have statutes calling for task forces. Over 200 entities are receiving DOJ funding for such activities. As discussed in the governance chapter, *"Governance: Building Sustainable Programs and Sharing Data,"* the DOJ has funded a series of task forces with a collaborative approach to address the issues noted throughout this report. These are all necessary steps in the early process of building out systems, and as a nation, we are learning through this process about what works, what needs improvement, and how those things vary by region. As law enforcement agencies develop their processes and protocols and establish funding and systems to respond to human trafficking, they are quickly reaching the stage where expert-level training is needed on best practices for investigating and prosecuting winning cases. As agencies across the nation learn and innovate their approach, there is no need for each agency to reinvent the wheel, so data and resource-sharing collaboration is paramount. In short, as agencies and jurisdictions establish their task forces, collaborative processes, and internal protocols, they must lean on evidence-based best practices that are established, centering survivor voices and needs to ensure those practices do the most good and the least harm.

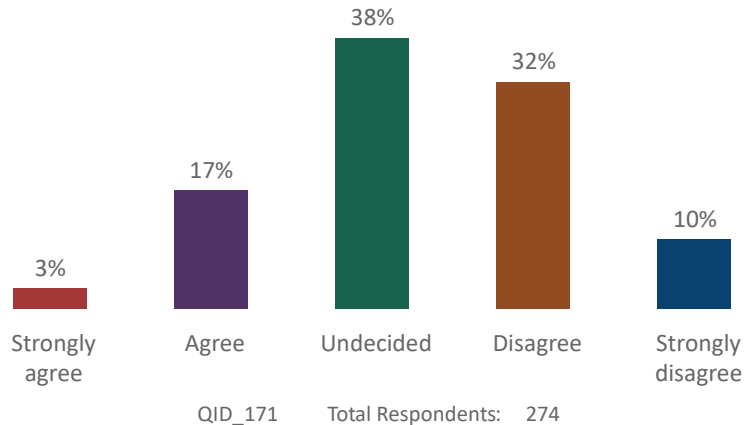
Trauma-Informed, Offender-Focused Investigations

The media has developed a compelling narrative related to human trafficking, one that centers on the uplifting sight of victims kidnapped for international exploitation running into the arms of their military rescuers; however, this form of "rescuing" trafficking victims is not realistic and does not work to end trafficking in the U.S. This approach generally appeals to an uninformed public whose ideas of trafficking are based on overly dramatized television and movies. But real-world change is much more complicated, especially in the domestic context. Often, the forces used to recruit and maintain control over victims of trafficking, including familial trafficking, in the U.S. are psychological coercion and fraudulent manipulation. The victims do not readily self-identify as victims and may resist being removed from their traffickers, to whom they have become trauma bonded. In those cases, forcibly removing victims from their traffickers with a "rescue" mentality often leads to the victims returning to another trafficker, if not continuing to support their traffickers even while the trafficker is in jail. Instead, the human trafficking community should encourage and utilize a combination of (1) offender-

focused and (2) victim-centered best practices. Among 274 law enforcement, only 20% agreed that their agency was trained to be trauma-informed and victim-centered, including 3% who strongly agreed (Figure 156).

Figure 156

To what extent do you agree or disagree with this statement, "My agency's law enforcement officers are trained in trauma-informed, victim-centered interview techniques."



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

To be victim-centered, the criminal justice response to human trafficking must consider the experiences of victims and survivors and center their needs. Those experiences encompass both positive and negative exposure to law enforcement. Among 37 survivors participating in the NOST, 16% indicated that a border agent had offered them help, with security guards (14%) and police (5%) providing assistance at some point during their exploitation (Figure 157, pg. 204).

As stated, when service providers (both ally and survivor-led) were asked why they think some survivors do not report their exploitation to law enforcement, 76% said they think the victims and survivors fear law enforcement. This fear is partly a result of dramatized depictions of human trafficking that most victims do not identify with, making it difficult for them to trust that others will believe their experience is trafficking. It is often the case that prosecutors either dismiss or reduce charges on cases involving trafficking charges, as illustrated in the previously discussed disparity between arrest numbers and prosecution numbers.

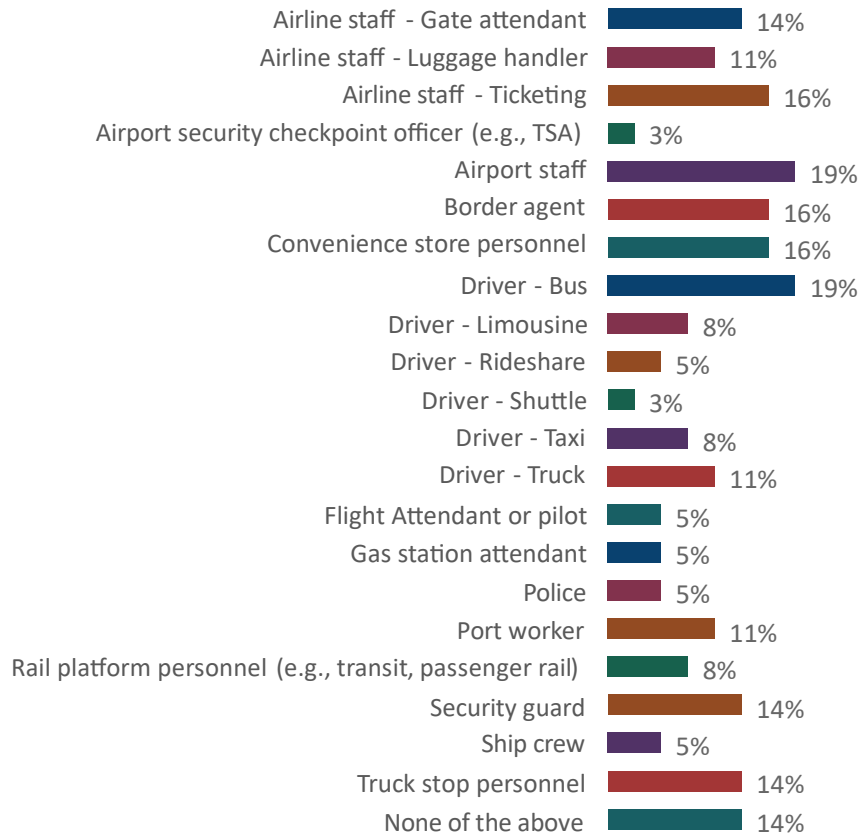
Victims also frequently encounter the criminal justice system while engaged in other activities that may be considered unlawful, including forced criminality as part of their exploitation. Many states arrest and prosecute those vulnerable to sex and labor trafficking in large numbers without initiating a single trafficking prosecution. As shown in Figure 158 (pg. 205), 49% of survivor-led organization leaders who responded to the NOST indicated that they believed the survivors didn't report their exploitation for fear of being culpable for human trafficking (27%) or related crimes (22%). I, myself, prosecuted a court staff member for purchasing sex from a minor sex trafficking victim in Philadelphia. The data on survivor arrests and feedback from survivors corroborate this. Of 130 survivors surveyed by the National Survivor Network in 2016, 91% reported being arrested as minors, 65.3% indicated they had been arrested for prostitution, 40% reported being arrested for drug possession, and 60% reported being arrested for other crimes.²⁵⁹ While the number of prosecutions of traffickers remains low across the nation, the number of potential victims arrested, prosecuted, and convicted is too high, with high-profile cases of minors being sentenced to prison for defending themselves against their abusers when no one else was.²⁶⁰ In reviewing the NOST data, it is important to note that although there is a minority in law enforcement

or the judicial space that may contribute to the abuse of human trafficking victims, a majority must be committed to combating this crime for victims to exit their abuse.

As recently as 2020, the Office of Juvenile Justice and Delinquency Prevention, part of the DOJ, reported that at least 220 youths between the ages of 10 and 17 were arrested for prostitution in the U.S.²⁶¹ Although commercial sex with a minor is categorically defined as sex trafficking under federal law, it is unclear in every state’s statute. One promising note is that this number is down over 60% from the previous year’s arrest numbers of 580 youth between the ages of 10 and 17 arrested for prostitution across the U.S. and 58% less than the 2018 numbers of 520. This downward trend, however, is not approaching zero rapidly enough. Even in cases where investigations reveal evidence that potential victims who were arrested were forced to commit these crimes as part of their exploitation, District Attorneys’ offices and prosecutors handling the cases still charge and prosecute victims instead of connecting them to support and services.²⁶²

Figure 157

Which transportation personnel offered to provide you help . Select all that apply.



QID_326 Total Respondents: 37

Note: These statistics include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment.

Figure 158

Why do you think some human trafficking survivors do not report their exploitation to law enforcement? Select all that apply.

	Service Provider	Survivor/Service Provider
Court officials are being paid off by traffickers	22%	28%
Court officials are sex buyers	17%	33%
Desire to move on with life	61%	72%
Distrust in the criminal justice system	78%	67%
Fear of appearing culpable of criminal conduct different from human trafficking	70%	50%
Fear of appearing culpable of human trafficking	61%	61%
Fear of deportation	65%	44%
Fear of law enforcement	70%	83%
Fear of not being believed	74%	72%
Gender-based shame	43%	44%
Language barriers	57%	39%
Law enforcement are being paid off by traffickers	17%	39%
Law enforcement are sex buyers	22%	44%
Shame / feeling it is the victim's own fault for falling prey to a trafficker, should have been known better, should have tried to escape sooner, self-blame	4%	
Total Respondents By Group	23	18

QID_464 Total Respondents: 41

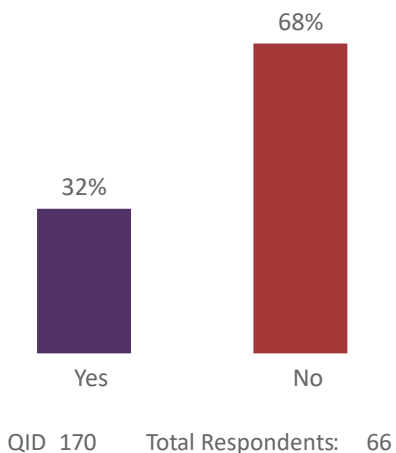
Note: Statistics include responses from participating service providers and may not represent any larger population segment . The data is divided between service providers who are ally- or survivor-led. The NOST documents survivors’ experiences that may vary regarding negative and positive interactions with different groups Each experience must be acknowledged for evaluating, refining, and implementing counter -trafficking efforts. Although some workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of workers who are willing to help combat human trafficking.

For victims to have faith in the criminal justice system, to trust that they will be believed and supported instead of criminalized, one necessary step is that prosecutors and the court systems must also be trained to identify better and uplift victims while ceasing to punish them criminally for behavior they were forced to commit as part of their exploitation.

Only 32% of 66 NOST law enforcement respondents indicated they had been trained specifically in trauma-informed, victim-centered interview techniques (Figure 159, pg. 206). This lack of training means the agencies that do not collaborate with forensic interviewers for their special victims’ cases are likely less equipped to handle interviews themselves. This can also indicate a gap in understanding the need for forensic interviews and the trauma-informed wraparound support that often comes with them to ensure the victim’s well-being is centered throughout the process. The survey did not ask respondents if they have experience or training in engaging in trauma-informed or victim-centered investigative best practices, so it is possible that some respondents answered that they do not have this specific interview training because they rely on those who are trained (like forensic interviewers) to do their interviews. Understanding the full suite of victim-centered best practices benefits victims and can provide better outcomes for their cases.

Figure 159

Have you taken training specifically in trauma-informed, victim-centered interview techniques?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Intentionally Accounting for and Including Vulnerable Populations in Task Force Design is Imperative

Survivor leader engagement is essential to help uncover additional vulnerable people and how those populations are targeted and exploited; those Survivor Leaders must be as diverse and representative as the survivor population. A few of these especially vulnerable communities include immigrants, Indigenous populations, and people who are mentally or emotionally disabled.

Immigrants

Immigrants, including under-documented, undocumented, and those who are fully documented but isolated in their communities, are vulnerable to exploitation. Immigrant populations are targeted for exploitation across sex and labor trafficking and in massage parlors, which are hybrid venues of sex and labor trafficking. Immigrant victims are often recruited from within their communities via trusted networks of peers and familiar communication platforms. Awareness of their unique vulnerabilities and how they are targeted and exploited is essential to thorough, trauma-informed investigations. It ensures we identify nuance across victim populations instead of applying a “one-size-fits-all” approach.

Indigenous Communities

Indigenous communities are also especially vulnerable to exploitation. Several unique factors impact this population, including the cultural implications of often being an immigrant in the place they are trafficked. The Indigenous community’s access to justice often suffers from even more strained jurisdictional issues than the traditional city, county, and state resourcing. Specific tribal communities have compacts and treaties with the federal government, providing that U.S. law enforcement does not have jurisdiction over most crimes committed on tribal land or against Indigenous peoples. This resourcing and collaboration gap was a prominent point of stress and contention referenced across listening sessions hosted by the U.S. Department of the Interior’s

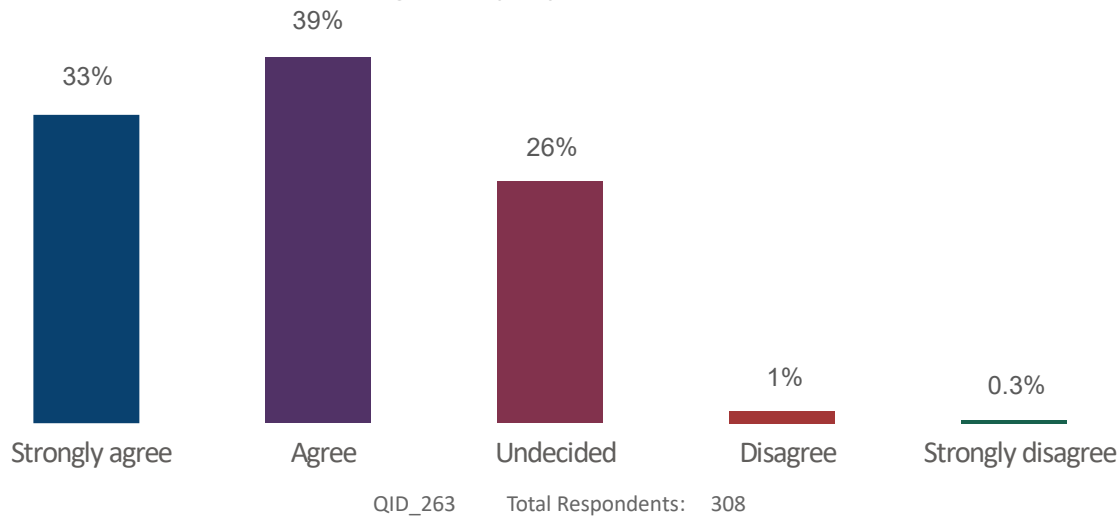
Bureau of Indian Affairs as part of their Operation Lady Justice²⁶³ project to address Missing and Murdered Indigenous Women and People (MMIWP), including victims of human trafficking.

Apart from the difficult jurisdictional path to accessing justice, some immigrants who find themselves trafficked in the U.S. may be Indigenous peoples whose language differs from their home country's official language. As with other immigrants, if they cannot communicate in the official language of their home country, seeking support and resources in the U.S. could be more challenging for them.

When assessing tribal members' human trafficking cases, 72% of 308 respondents agreed that more resources must combat human trafficking that targets tribal members and other Indigenous peoples (Figure 160). Native and tribal advocates have corroborated this point through listening sessions hosted by the Bureau of Indian Affairs throughout 2020 and 2021, where communication, cross-agency, jurisdictional collaboration, and resource sharing were primary concerns.²⁶⁴

Figure 160

SURVIVOR PROVIDED QUESTION: To what extent do you agree or disagree with this statement, "More resources are needed to combat human trafficking that targets tribal members and other Indigenous peoples."



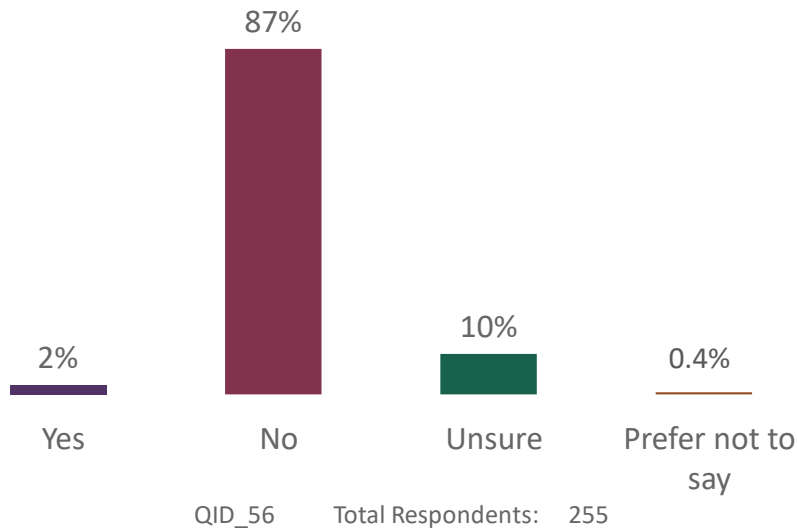
Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Another critical area for specialized training and technical assistance, supported by NOST findings, is culturally appropriate, trauma-informed investigation and support practices when encountering Indigenous victims and offenders. Only 2% of respondents indicated they had knowingly worked on human trafficking cases that involved victims who identified as Indigenous or other tribal affiliations, and 10% said they were unsure (Figure 161, pg. 208). With such low volume, there is less experience to rely on for shared understanding and connection, necessitating training. Training may also contribute to increased identification of Indigenous victims. This is discussed further in the chapter of this report, "Indigenous Populations: Human Trafficking in Tribal Communities."

As agencies are given access to more training and resources, they will become better prepared to identify instances of human trafficking and nuances in trafficking experiences across multiple victim populations. This nuanced identification also opens the door to more responsive, meaningful support and services for those victims and survivors.

Figure 161

Have you worked human trafficking cases with victims who are Indigenous or have tribal affiliation?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Disabled Populations

Physically or mentally disabled populations are also uniquely vulnerable to fraud, coercion, and exploitation. A case out of Atalissa, Iowa, involved 21 mentally disabled men transported from Texas to be exploited for decades in a turkey processing plant. A labor broker monitored them closely, paying the men as little as 41 cents an hour while providing them with controlled housing in a dilapidated bunkhouse on the city’s outskirts.²⁶⁵ People with intellectual and emotional disabilities can be vulnerable, much like children are, naïve to coercion and abuse. A similar, albeit smaller scale, example of a labor trafficker comes from McLennan County, Texas, where the local inn owner paid a man he knew to be disabled at least 40% less than fair market value for maintenance, landscaping, and other services.²⁶⁶

Labor Trafficking

Historically, there has been a dearth of national investigative efforts against labor trafficking. Labor trafficking victims of all walks of life are vulnerable because their business and exploitation are often insulated from the broader community and harder to identify. The anti-trafficking community is not looking as hard as it could be, with fewer resources and attention allocated to labor than sex trafficking. This may be another reflection of the need for training on human trafficking indicators and processes for reporting human trafficking, as reflected across the NOST survey.

Offender-Focused Policing and Investigations

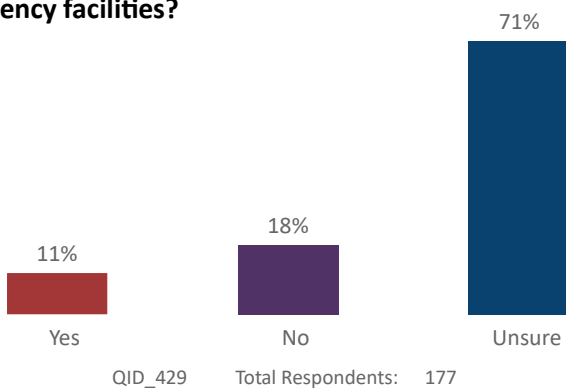
Offender-focused policing and investigations are the goal of trauma-informed approaches to investigating and prosecuting human trafficking. This style of investigative practice, adopted in local jurisdictions for interpersonal violence cases across the nation, was first implemented in North Carolina with great success in 2014 and has since been studied and adopted across the country.²⁶⁷ Traditional approaches have been victim-focused, with most energy spent pushing victims to avoid patterns of abuse and encouraging them to leave their abusers. Focusing on the offender’s behavior instead of the victim’s and alleviating the burden on the victim of having to testify in court or assist with evidence gathering leaves a victim room to focus on healing. This shift in focus also

decreases the likelihood a victim will be arrested for criminal acts they were forced to commit during their exploitation. Detective Joseph Scaramucci provided the NOST report with part of his call-to-action to law enforcement in his training, reproduced below. He is the lead detective for the McLennan County Texas Human Trafficking Investigations and liaison to the Enhanced Collaborative Model Task Force out of the U.S. Office of Victims of Crime.

“Law enforcement needs to understand that human trafficking cases can be investigated without victim cooperation. We have never had victims of homicide cooperate with investigations and have always considered that to be successful. Being victim-centered should include not compelling them to participate in an investigation when we can and should do that work for them.”

Figure 162

Is there a victim advocate(s) supporting the law enforcement unit(s) responsible for transportation agency facilities?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

While investigators and prosecutors focus on building solid, evidence-based cases against human traffickers, social service support access is essential for survivors to receive the help they need. This can be facilitated via a victim-advocate position within criminal justice agencies or a collaborative human trafficking task force. The advocate can take on the role of identifying the tailored services each survivor needs and assisting survivors with accessing those services. For foreign national victims, there's also the age exception and the "trauma exception" for law enforcement to investigate without victim involvement.²⁶⁸ Only 11% of 177 NOST survey respondents in law enforcement indicated they had a victim advocate supporting the law enforcement units responsible for transportation agency facilities. In comparison, 71% were unsure whether such an advocate existed for their agencies (Figure 162).

More generally, these responses underscore an essential element of task force creation and resourcing: having the support and services is not enough if those most likely to need them are unaware of their existence. According to the Law Enforcement Management and Administrative Statistics (LEMAS) Survey, between 2003 and 2013, the number of agencies with more than 100 officers who employed a full-time victim service unit only increased from 33% to 36%, which proves there is a great need for additional funding and expansion to this area. In 2020, the Office for Victims of Crime funded 70 agencies, including a Law Enforcement-Based Victim Services and Technical Assistance Program (LEV Program). In April 2021, the International Association of Chief of Police released "Establishing or Enhancing Law Enforcement-Based Victim Services – Effective Partnerships," identifying key considerations for establishing or enhancing direct services to victims within law enforcement-based systems. Task forces must also consistently communicate the available resources across multiple communication channels to ensure they reach the most people.

Force, Fraud, Coercion vs. Action, Means, Purpose

Prosecutors should not center their cases around investigating victims and how they felt, whether they consented, or whether the events that ensued were their fault. Investigations should be against the criminal actors, their actions against the victims, and whether they used force, fraud, or coercion to achieve the ends of either sex or labor trafficking. The way to truly help victims of human trafficking in the U.S. is to base our practices on deep knowledge about the forms of coercion and control used by their traffickers and the vulnerabilities

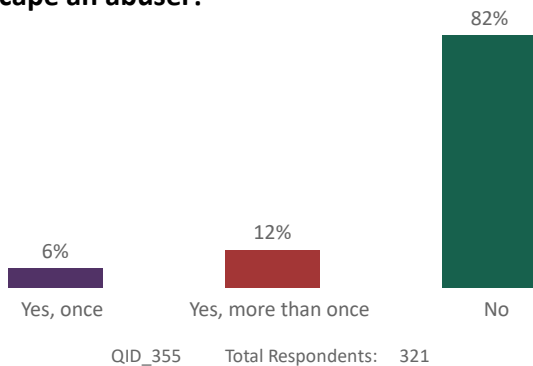
traffickers most often prey on and to collect actionable data upon which law enforcement can act to stop the trafficking behavior.

While identifying force, fraud, and coercion is part of the calculation in a human trafficking investigation, it is not the primary part. Elaborate networks and layers of business structures help diffuse who the “trafficker” is, which is why criminal statutes are written to account for much more than the enforcer or violence committed. The person who picks up and deposits the money is a trafficker. The person who drives the victims to and from housing and the place of exploitation is a trafficker. The person who recruits the victim into the trafficking situation is a trafficker, even if they no longer interact with the victim after successfully getting them into the network. And yes, the person who punishes victims with force is also the trafficker. A trafficker is so much more than a prominent, violent network member.

When we focus only on the forceful, fraudulent, or coercive means to achieve traffickers’ ends, we place the entire burden on the victims and miss many organized criminal actors that make up criminal enterprises. So, even if success is achieved by identifying the person(s) immediately in contact with the victim, the person who defrauded them, coerced them into continuing or literally forced them into trafficking, the entire network still operates without consequences. There is no metaphorical “chopping off the head of the snake” here. Criminal justice professionals must do the detailed and methodical work of identifying the criminal networks’ actions and placing every part of that network. This includes the drivers, recruiters, people harboring the victims in monitored and controlled housing, and those withholding pay and falsifying documents. It also includes those who make false promises of love, family, and connection while selling victims for sex, using those one-sided bonds to coerce victims into commercial sex and unpaid labor. Of course, those using physical, emotional, and sexual violence to control their victims are also traffickers.

Figure 163

In your current professional role, have you ever been approached by someone seeking help to escape an abuser?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

The *victim-centered* approach centers on the best interests of the victims in each case and is a best practice promoted by the U.S. Office of Victims of Crime at the federal level.²⁶⁹ This is the national best practice for engaging victims, widely accepted nationwide, at local levels up through the FBI. Proven best practices for disrupting human trafficking and penalizing the actual perpetrators include building evidence-based cases and using business, financial, tax, licensing, and digital footprint evidence. It also rests most of the prosecution’s victory on the shoulders of documents and trafficker behavior, without relying heavily on victim testimony. This offender-focused approach centers on the best interests of the victims and is a national best practice.

The NOST pool of law enforcement respondents acknowledges that victims and survivors rarely approach officers asking for help, with only 18%

of participating law enforcement ever experiencing such a request, most of whom have been in service for at least 11 years (Figure 163).

Investigative Approaches

Due to under-resourcing, many agencies are adding human trafficking to the workload of their vice units or special victims’ divisions, which often leaves victims behind. While this makes sense based on recent constraints,

it is neither efficient nor effective and significantly burdens those units while limiting effective investigations. The more effective approach is to enlist investigative units with organized crime investigation experience, including narcotics, financial criminal networks, and other similar crimes.

Vice Approach

The vice approach is the traditional enforcement of vice-related crimes, typically misdemeanors like gambling and gaming rooms, prostitution, and unlicensed bars and speakeasies. The focus of these units is to identify and arrest those vice-related behaviors. Sometimes that also means identifying organized rings of vice actors, but the primary focus is not organized crime. The most common way a vice unit encounters a human trafficking case is through the initial identification of prostitution, not exploitation. Another problematic layer is that vice investigations often involve undercover activity to catch vice perpetrators in the act, which is not a trauma-informed way to encounter human trafficking cases. NOST data, presented in more detail in this report's chapter, "*Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking*," shares additional insights from the survivor's perspective on why more victims don't engage with law enforcement. Some of those reasons include situations where officers engage in sexual activity with victims, sometimes doing so before arresting those victims.²⁷⁰ As previously discussed in this chapter, NOST data confirm that 20% of survivor-led organization leaders think that law enforcement officers are sex buyers, and 15% indicated that court officials are sex buyers (Figure 158, pg. 205). This is corroborated by some methods law enforcement uses, like historic vice-focused operations that involve sexual activity before arrest. This practice predates human trafficking statutes and is a relic of "morals" focused enforcement of prostitution statutes. It is not a best practice for human trafficking investigations. Significant training and systemic shifts are needed as a society to minimize the harm caused to survivors and reduce their fear of the system.

Special Victims Approach

The special victim's approach is a step closer to a more trauma-informed approach to investigating human trafficking but comes with limitations. The traditional way that special victim cases are identified is through a victim's outcry for help, either via a direct report to law enforcement or an eyewitness report. By its nature, this investigation is centered around the details provided by the victim or witness and framed through their experience or observation instead of focusing on the offender, the offender's network of operatives, or the offender's criminal behavior. While strong special victim cases involve identifying corroborating witnesses and evidence that does not rest entirely on a victim's testimony, this is an emerging practice not commonly used in the traditional approach. Often, their claims are dismissed if the victims aren't cohesive, articulate, well-presenting, thorough, and cooperative.

Trauma-Informed, Organized Crime Approach

A trauma-informed, organized crime approach is the most effective way to investigate human trafficking, an organized criminal activity involving special victim-related crimes. An organized crime approach (a narcotics-style investigation, for example) focuses on offenders, identifying their networks of co-conspirators, and proving their criminal behavior with multiple layers of corroborating evidence. Sometimes, there are witnesses to the various pieces of conduct, strengthening the case. Jurisdictions moving toward this investigation style often lean on their narcotics officers, investigators, and those with financial crime backgrounds. Adding layers of trauma-informed practices to this form of inquiry ensures that victims are supported instead of pressured to cooperate. Aside from minimizing the trauma experienced by victims, these cases are stronger when the detectives and prosecutors pursue evidence like victims' and traffickers' medical, educational, criminal justice, and financial histories for corroboration to timelines and experiences and pursue additional alternate forms of proof. This evidence-based investigation is no longer a "he-said, she-said" case where the entire evidence base rests on a victim's testimony. Instead, it is a strongly investigated, compelling case for trial.

This offender-focused approach builds an evidence-based case where the case is not forfeited if a victim cannot or will not testify. The burden is on the investigator and prosecutor to build and pursue the case regardless of whether there is a victim's testimony. This approach minimizes a victim's trauma throughout the criminal justice

process and increases the success of prosecutions against traffickers by collecting ample corroborating evidence to convince a jury. Survivors are nervous about being believed and having undue pressure placed on their testimony instead of evidence identified throughout the course of a broader investigation. This traditional approach to prosecuting human trafficking and other crimes against persons is dominant, and training and technical assistance on more modern best practices is needed to encourage innovation.

This shift in approach requires multiple layers of training, not just on evidence-based prosecutions but also on the various nuances across sub-industries of trafficking types. Law enforcement does not have the adequate training, data, or tools to effectively address the two dozen types of sex and labor trafficking, nor are they equipped to understand the differences in demographics for these trafficked survivors. In this chapter, 69% percent of NOST respondents agreed, indicating that a lack of training was why more human trafficking cases are not investigated by law enforcement. In comparison, 61% further specified that the lack of investigation-specific training was the reason (Table 37). It is worth observing how law enforcement responded to the survey questions based on the number of years worked.

Table 37

Why do you think more human trafficking cases are not investigated by local law enforcement? Select all that apply.

	Less than 1 year	1 to 2 years	3 to 4 years	5 to 10 years	11 to 20 years	21+ years
Already have too many cases	40%	21%	12%	20%	18%	12%
Beyond investigative powers	40%	21%	12%	46%	30%	22%
Can seek conviction in more cases of other crimes	0.0%	7%	6%	5%	8%	6%
Cases take too long to prove	20%	7%	12%	27%	18%	17%
Do not want to alarm community	0.0%	0.0%	6%	14%	4%	2%
Few arrests ever made in human trafficking cases	30%	7%	12%	31%	24%	25%
Lack of funding	20%	36%	35%	36%	40%	27%
Lack of investigative training	70%	29%	47%	68%	67%	57%
Lack of resources for long distance travel that aids work in this field	30%	7%	41%	64%	47%	43%
Lack of tools	20%	21%	24%	47%	53%	28%
Lack of training	60%	57%	65%	75%	76%	62%
Not a priority for local government	10%	0.0%	12%	20%	29%	15%
Trafficking is a federal issue	0.0%	0.0%	6%	10%	3%	5%
Victims decline to testify	50%	14%	29%	51%	48%	47%
Total Respondents	10	14	17	59	98	102

QID_114 by Years Worked Total Respondents: 300

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data

As noted, prosecutors may be elected officials or work for elected officials. For brand new areas of law, each prosecuted case has the potential to be the one that establishes the case law for the entire state, defining how the statute is interpreted and applied. If the case is imperfect, there are risks to a narrowed legal interpretation that hinders every future prosecution across every city and county in the state, with repercussions possible even within their federal district and other national districts that have not yet established their case law.

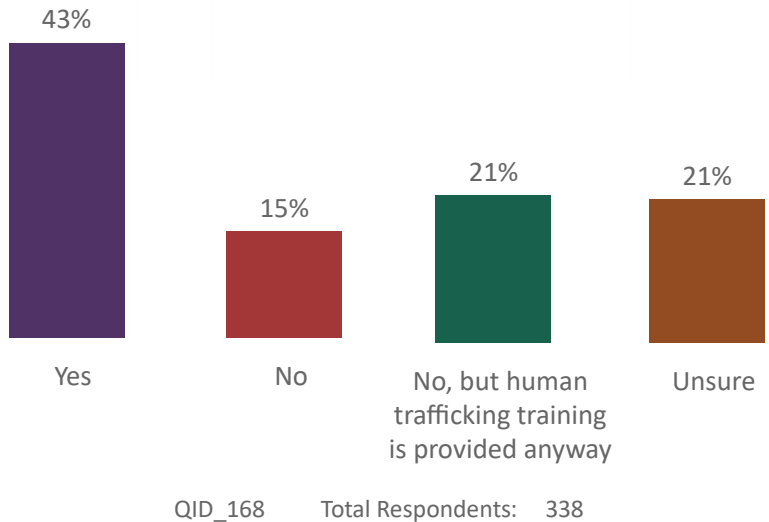
National Best Practices

Human trafficking training is mandatory for many law enforcement in the NOST survey. Forty-three percent of 338 respondents indicated training was mandatory, while 21% said it was not mandatory but was provided anyway (Figure 164, pg. 213).

As revealed by NOST data and field observations outside of the NOST, most agencies do not receive tailored, narrowly focused training on human trafficking. Instead, staff learns about human trafficking as a small part of a broader training that ranges across multiple topics. Fifty-three percent of 249 respondents reported learning about human trafficking with multiple topics, while 65% indicated learning about trafficking in its own course (Figure 165). Only 20% said they were tested on what they learned about human trafficking.

Figure 164

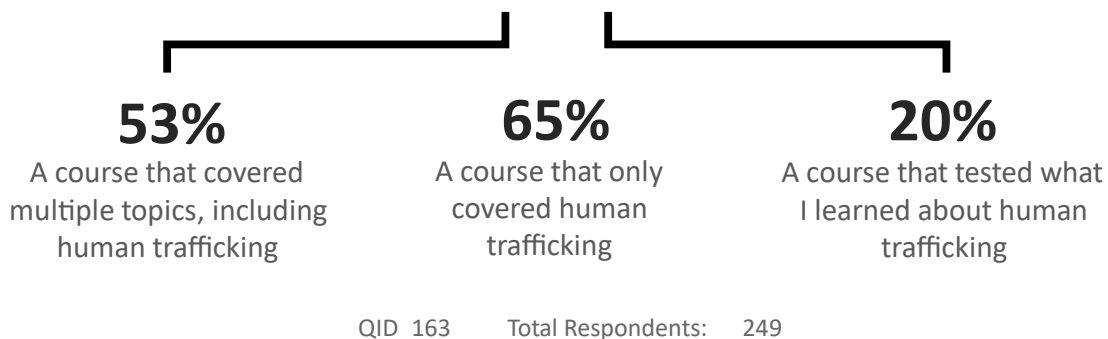
Is human trafficking training mandatory at your current employment?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 165

Please describe the way you were taught about human trafficking. Select all that apply.



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Professional observations over the past several years support this survey result, as most of the training available is at the introductory level, discussing the types of trafficking broadly or case studies that drill down into one specific topic. Instead, criminal justice professionals need tactical and hands-on training on what to do when encountering trafficking. This is reflected in numerous portions of NOST data and is likely a factor in requesting shorter, more concise training. Among 301 law enforcement answering this survey question, there were varying responses as to the length of time required for training, including 15 minutes (6%), 30 minutes (10%), 60 minutes (34%), and 90 minutes (33%) (Figure 166, pg.215).

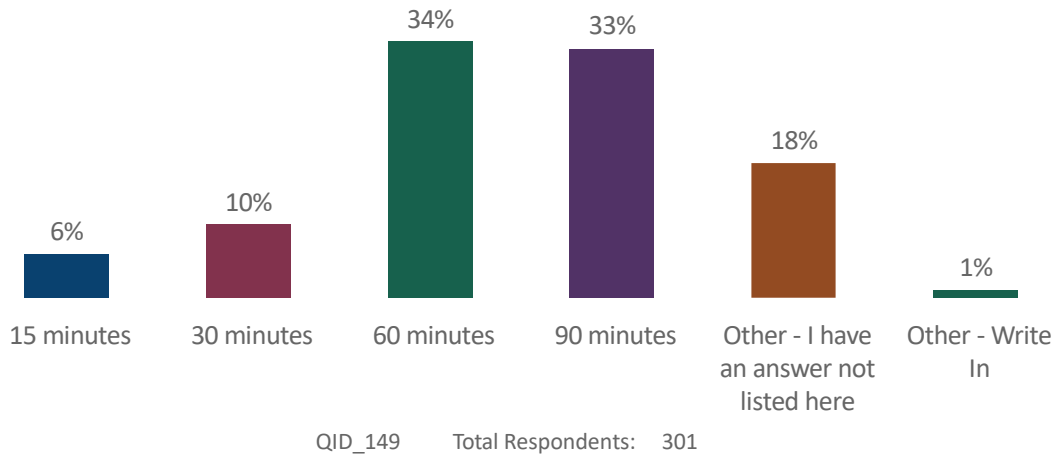


Victims of forced labor who are foreign nationals may not know who to contact for help and are often afraid to talk to law enforcement.

As shown in Figure 167 (pg. 215), NOST data shows that law enforcement desires training on specific human trafficking topics, with 90% of 313 respondents desiring training on trafficking indicators, 77% on human trafficking laws, 73% on reporting protocols, and 66% on misconceptions about human trafficking. In this survey question, 73% wanted training on sex trafficking, and 72% desired training on labor trafficking. Fifty-two percent wanted training on tribal issues.

Figure 166

Considering the frequency of human trafficking training in one year, how long should human trafficking training(s) be for the frontline?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 167

Would you like to receive human trafficking training in the following areas? Select all that apply.



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

These results remain consistent even when filtered by respondents' length of service as law enforcement officers (Table 38). Respondents overwhelmingly agreed with their choices for training on specific tactics for doing their jobs when it comes to identifying, investigating, and prosecuting human trafficking.

Responses also remained consistent across every age demographic, with a consensus for wanting actionable, tactical training that helps them identify trafficking indicators, identify victims, better understand the laws at their disposal, and find ways to report trafficking when they see it (Table 39). This hunger for actionable, detailed training instead of a high-level overview is a need that must be met to achieve improved human trafficking investigations and criminal justice outcomes. This training requires educators in multiple disciplines with expert experience in identifying, investigating, and prosecuting human trafficking to deliver a tangible, accessible, and relevant curriculum.

Table 38

Would you like to receive human trafficking training in the following areas? Select all that apply.

	Less than 1 year	1 to 2 years	3 to 4 years	5 to 10 years	11 to 20 years	21+ years
How to identify human trafficking victims	70%	100%	80%	93%	94%	81%
Human trafficking indicators	80%	100%	87%	97%	93%	84%
Human trafficking laws	90%	75%	73%	90%	78%	70%
Indigenous and tribal issues in human trafficking	70%	75%	40%	64%	53%	44%
Learn about labor trafficking	60%	100%	53%	83%	73%	68%
Learn about sex trafficking	80%	100%	60%	79%	70%	71%
Living and working conditions considered abusive	40%	75%	47%	66%	52%	45%
Misconceptions of human trafficking	70%	88%	60%	78%	65%	60%
Protocols on reporting alleged human trafficking	80%	75%	60%	79%	77%	66%
Total Respondents	10	8	15	58	107	115

QID_162 by Years Worked Total Respondents: 313

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data

Table 39

Would you like to receive human trafficking training in the following areas? Select all that apply.

	21 to 30	31 to 40	41 to 50	51 to 60	61 to 70	Prefer not to answer
How to identify human trafficking victims	89%	86%	93%	92%	73%	44%
Human trafficking indicators	95%	90%	92%	87%	92%	78%
Human trafficking laws	95%	89%	70%	76%	73%	44%
Indigenous and tribal issues in human trafficking	63%	65%	50%	46%	54%	22%
Learn about labor trafficking	84%	76%	70%	78%	62%	22%
Learn about sex trafficking	79%	77%	67%	85%	58%	22%
Living and working conditions considered abusive	68%	58%	52%	47%	54%	11%
Misconceptions of human trafficking	79%	73%	61%	67%	65%	33%
Protocols on reporting alleged human trafficking	79%	77%	73%	78%	54%	22%
Total Respondents	10	8	15	58	107	115

QID_162 by Age Total Respondents: 313

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Training and Technical Assistance

A promising finding from the NOST survey was that younger officers who responded indicated that human trafficking cases could be prosecuted without a victim’s testimony (the evidence-based best practice discussed above). Among 207 respondents, they were asked if they agreed that victims did not need to testify in a trafficking case to proceed. The responses varied depending on how long they worked in law enforcement (Table 40). For reference, officers with more experience on the force have operated under protocols requiring victim cooperation and must be retaught. At the same time, younger generations joined the human trafficking space while these best practices were already in practice and being adopted across the country.

After all, it was not until the early 2000s that evidence-based prosecution emerged, encouraging extraordinary victim investigators and prosecutors to build their cases like any other crime. In other words, a victim’s testimony was not the only evidence, and prosecutors were required to investigate thoroughly to be able to prove the case whether the victim was emotionally or physically able to testify. This form of prosecuting is essentially as new and emerging as the trafficking statutes themselves.

The traditional method for investigating special victim cases isn’t trauma-informed by our modern standards and instead unintentionally expands trauma. The main reason for this training is that the entire case rests on the victim in the traditional investigation method. First, the victim must report the crime. This requires that:

- They self-identify as victims, which requires understanding the crime and its dynamics.
- They trust that the system will believe they are a victim.
- If they are taken seriously, they have to know enough about the criminal activity to build a convincing case and have access to evidence to help win at trial (whether that’s semen in a rape kit or on their clothes, injury, and proof of damage; or for organized crime, things that would likely happen outside their presence, like recruitment of other victims, exchange of money for access, etc.).
- If the case moves forward, they must be healed enough from their trauma to withstand repeated exposure to their trauma under interrogation, including in front of their abuser and a room full of people who are there with the explicit task of judging them and their worthiness.

Table 40

To what extent do you agree or disagree with this statement, "Human trafficking cases can be successfully prosecuted without a victim's testimony."

	Less than 1 year	1 to 2 years	3 to 4 years	5 to 10 years	11 to 20 years	21+ years
Strongly agree	0.0%	0.0%	0.0%	10%	4%	9%
Agree	22%	0.0%	71%	26%	25%	15%
Undecided	56%	60%	29%	31%	43%	53%
Disagree	11%	40%	0.0%	33%	24%	19%
Strongly disagree	11%	0.0%	0.0%	0.0%	4%	4%
Total Respondents	9	5	7	39	72	75

QID_488 by Years Worked Total Respondents: 207

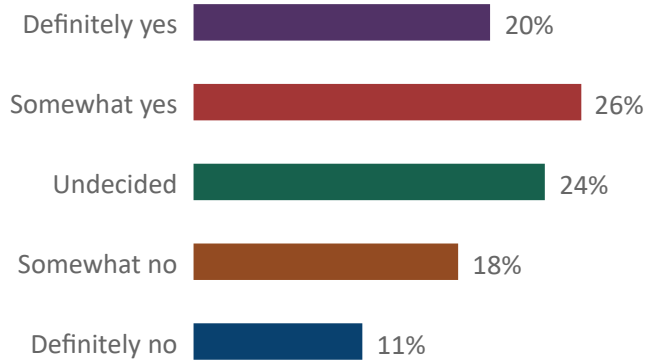
Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

When prosecutors know what they are looking for and are confident enough in what they’re seeing to report signs of trafficking, convictions are more likely to occur. The lack of sufficient training and collaborative resources has consequences. Forty-six percent of 322 respondents indicated concerns about misidentifying signs of human

trafficking in their work environments (Figure 168). When comparing this to different age groups of officers, the responses occur in similar percentiles (Table 41).

Figure 168

Do you have concerns about misidentifying signs of human trafficking in your work environment?



QID_198 Total Respondents: 322

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Table 41

Do you have concerns about misidentifying signs of human trafficking in your work environment?

	21 to 30	31 to 40	41 to 50	51 to 60	61 to 70	Prefer not to answer
Definitely yes	26%	17%	20%	24%	14%	22%
Somewhat yes	26%	33%	24%	25%	24%	22%
Undecided	37%	28%	21%	20%	21%	44%
Somewhat no	5%	18%	25%	17%	10%	0.0%
Definitely no	5%	4%	10%	15%	31%	11%
Total Respondents	19	72	104	89	29	9

QID_198 by Age Total Respondents: 322

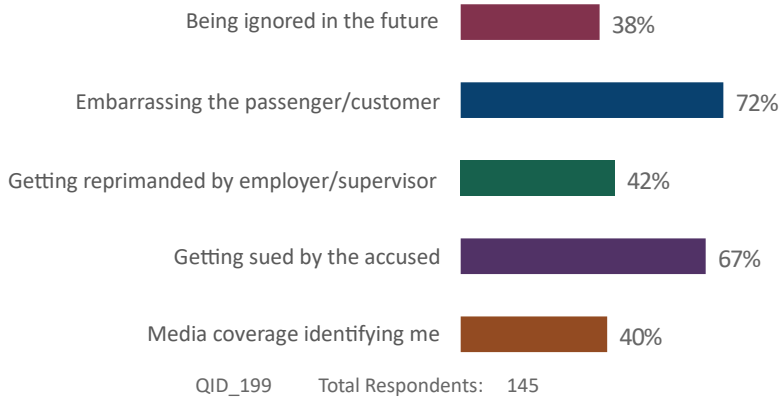
Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

This lack of confidence in correctly identifying human trafficking has repercussions for reporting trafficking and investigating it thoroughly and promptly. When asked, “What concerns do you have about misidentifying signs of human trafficking,” the primary fears were employment-related, either embarrassing a customer (72%), getting reprimanded by a supervisor (42%), or experiencing privacy consequences via ending up in the media (40%). The second most urgent concern was that they might be sued (67%). This last concern is a professional and personal consequence, but first responders should be confident that they are protected while doing their jobs (Figure 169, pg. 219). While 19% said these concerns around misidentification would definitely not prevent them from reporting signs of human trafficking, 38% said those concerns might prevent them from reporting. In

comparison, 37% said it was unlikely, indicating they hoped to report but were unsure (Figure 170 and Infographic, pg. 220).

Figure 169

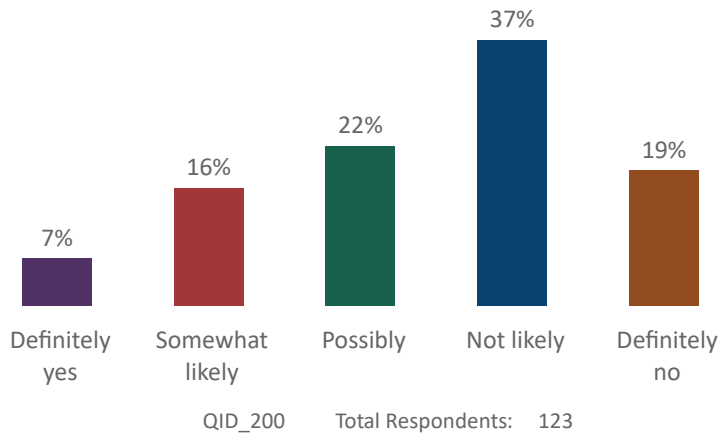
What concerns do you have about misidentifying signs of human trafficking? Select all that apply.



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

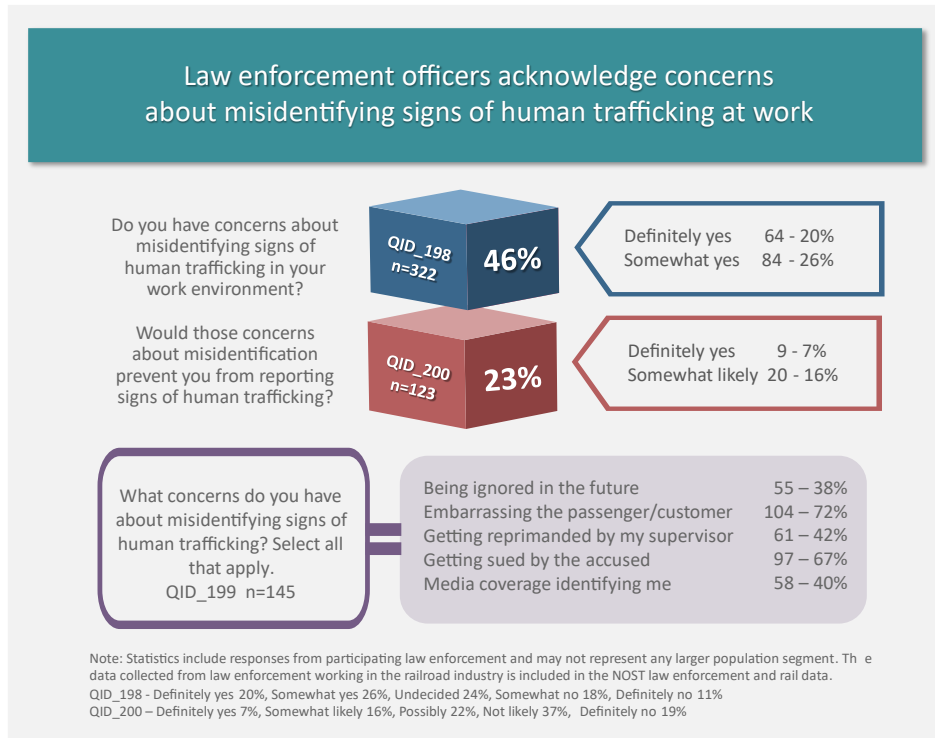
Figure 170

Would those concerns about misidentification prevent you from reporting signs of human trafficking?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

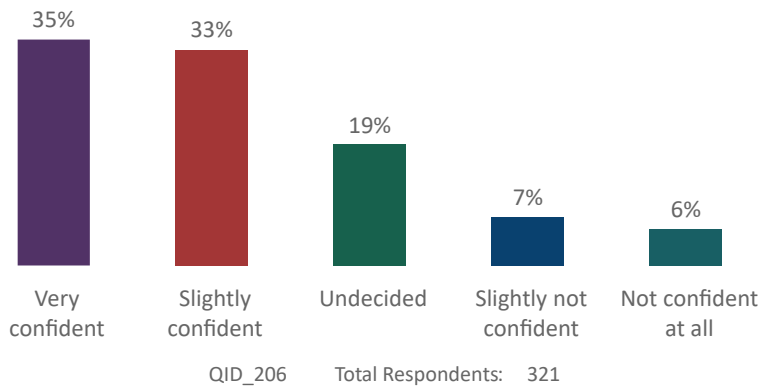
Infographic



An interesting counterpoint can be found in answers to the question, “How confident are you in reporting suspected human trafficking observed while on the job?” Thirty-five percent of respondents said they were very confident, and 33% said they were slightly confident (Figure 171). This may indicate that when respondents were sure they saw human trafficking, they would be confident in engaging the reporting processes and protocols to initiate a case. Their lack of confidence may be related to the trafficking indicators and potential for misidentification, not the reporting process when they are sure a situation should be reported.

Figure 171

How confident are you in reporting suspected human trafficking observed while on the job?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Suppose all these respondents had been given intense training around the identification, protocols for initiating investigative reporting and processes, and next steps for gathering and preserving evidence to ensure a just and due process. In that case, their confidence should outweigh their uncertainty and lead to successful investigations. In failing to equip the frontlines, they face doubt and stress that affects them and the survivors that may remain unidentified.

In addition to insufficient training, the “newness” of investigating, prosecuting, and sentencing human trafficking in the criminal justice space means the industry is still figuring out staffing structures for department and task forces focused on trafficking, drafting formal or informal processes and protocols, or even leaning on protocols for similar crimes in a pinch. Agencies must be resourced and supported to develop new processes and procedures for identifying, investigating, and reporting human trafficking.

While almost 38% of 341 respondents had reported an incident of human trafficking in their law enforcement career (Figure 172) and 21% of 340 suspected they had observed signs of human trafficking in 2019 and 2020, 19% were unsure if they had, in fact, followed those signs (Figure 173, pg. 222). As shown in Figure 174 (pg. 222), of the respondents who had observed signs of human trafficking, 26% of 71 respondents didn’t report those signs, and 10% refrained from answering that question.

Figure 172



In your current profession, how many times have you reported potential signs of human trafficking?

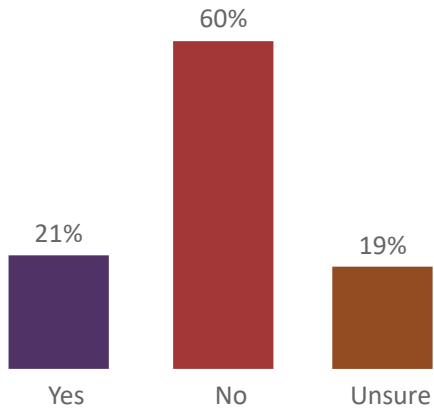
62% Have never reported signs of human trafficking

QID_182 Total Respondents: 341

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data. Additional responses include the number of times reporting signs of human trafficking while at work: 1 to 2 (24%), 3 to 4 (8%), 5 to 6 (2%), 7 to 8 (1%), 9 to 10 (0.3%), 11+ (2%).

Figure 173

During the 2019 and 2020 calendar years, did you ever suspect that you had observed signs of human trafficking while on the job?

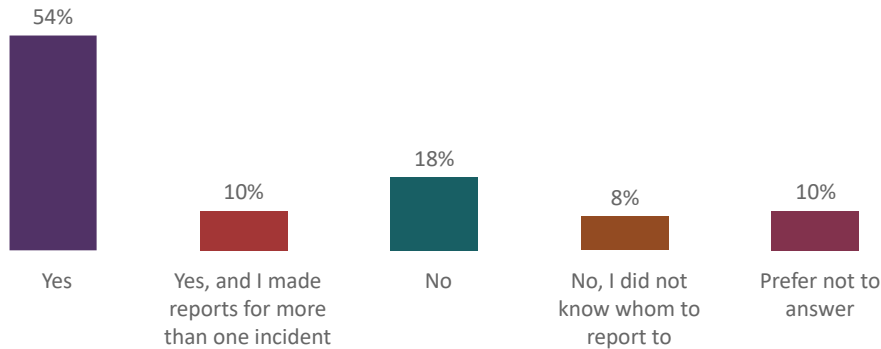


QID_188 Total Respondents: 340

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 174

Did you report the signs of human trafficking to anyone ?



QID_189 Total Respondents: 71

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

These responses support the earlier questions, where respondents highlighted the need for detailed training and support in identifying and investigating human trafficking.

In every jurisdiction Collective Liberty has trained, there is a hunger to learn. Their prior learning efforts have been provided ad hoc, cobbled together whenever training is available and if law enforcement is lucky enough to have free time when they offer such training. The department also influences officers' training and whether patrol officers are invited to attend. Patrol is called to the scene for every type of offense. If equipped with the knowledge necessary to identify exploitation, victims are more likely to be identified if present at scenes where patrol responds. Jurisdictions have trained their patrol officers on trafficking indicators, resulting in their trafficking investigators receiving strong referrals from patrol; however, this requires trafficking investigators to answer calls and be responsive to patrol at any time, which can be a resource challenge.

The ability to access real-time critical information and more nuanced, longer-term training from colleagues and experts in the field is a unique role that this collaborative network can play in transforming how law enforcement interact and learn from each other. This will change how law enforcement jurisdictions across the U.S. systematically tackle human trafficking networks.

Prosecution: Programs Designed to Improve the Prosecution of Serious and Violent Crimes

When discussing law enforcement solutions to human trafficking, the focus must also apply to prosecutors. No matter how well detectives and investigators build their cases, if prosecutors are unwilling to try them in court and instead dismiss the charges or plead them out, society will continue to be at a stalemate where traffickers have no fear of consequences and victims have no hope for help from the criminal justice system.

Since 2018, our expert team has focused on training and technical assistance across over 450 U.S. jurisdictions. Collective Liberty has witnessed noticeable progress and shifts in investigative approaches and willingness to collaborate across law enforcement offices, while prosecutors still lag. A concerted effort to empower and equip prosecutors is the necessary next step. Resourcing prosecutors with case studies from other jurisdictions and national and local intelligence they can use to prove their cases is insufficient. The anti-trafficking community must also build political will for prosecution and strengthen adjacent systems, which includes collaborating to ensure that detectives are equipped and consistently bringing human trafficking cases and that prosecutors are charging and pursuing those cases. And services must be available to support survivors throughout the criminal justice process.

The majority of NOST railway respondents (76%) from the Amtrak police force indicated that their police collaborated with agencies that provide support for survivors (Figure 175, pg. 224). This collaboration included joining or sharing training on human trafficking, the routine sharing of relevant data, and recurring trafficking-focused meetings of appropriate law enforcement and social service agencies. This is important for relationship building and resource building but may not be sufficient to lead to real-time tips and maximized reporting of those who are likely to see trafficking. For example, if equipped, those working in customer-facing roles can identify and report trafficking when they see it present in riders. Similarly, concessionaires often observe human interaction while people wait for transport and could be an excellent support in identifying and reporting indicators. The NOST did not return sufficient responses from these roles for Amtrak and similar carriers, and the data collection effort can be reviewed for ways to improve results in later research.

This whole-system approach applies to the criminal justice system as well. **U.S. District Court Judge Virginia Kendall articulated that *"The courts have a critical role in establishing processes to apply a trauma-informed response for all victims. This role includes connecting community resources to each victim to ensure they feel safe throughout the court process."***²⁷¹ Court staff and judges must be trained and accountable, and resources must be commensurate to the expected accountability. Court staff and judges must be trained and responsible for executing their training, and resources must be proportional to the predicted accountability. Probation and parole must be trained, accountable, and resourced to identify trafficking victims and trafficker behaviors in

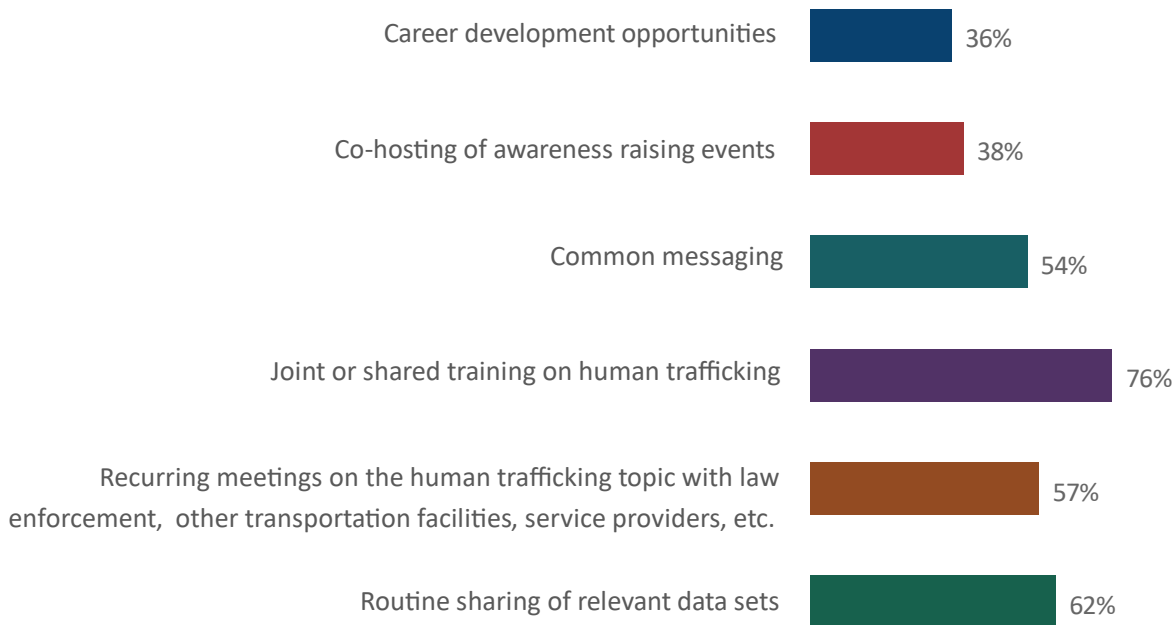
their caseloads. Halfway houses must be monitored, responsible, and resourced. Repeat this ad nauseum for every other directly and adjacently connected system relevant to the wraparound, holistic response to a well-investigated, prosecuted, and supported human trafficking case.

This approach also requires an evolution in system processes, where police are not the social worker, investigator, therapist, caseworker, and medical professional all in one. Finding every vulnerable child in school is not the role of the police or criminal justice system; it is the role of schools, after-school programs, and community members caring for those children. Caring for the ongoing emotional and mental health of every victim in every case is not the responsibility of the police or criminal justice system; it should be the role of well-trained and resourced victim advocates, non-profit service providers, and community members caring for those victims. Officers should instead be trauma-informed professionals tasked with offender-focused investigations. Prosecutors should be expected to build the case necessary to prevent the ongoing public harm of a human trafficker existing within the community by making a solid, evidence-based case for trial. Both can rely upon a network of trauma-informed services and support to help victims and survivors.

Adjacent industries can also play a part in supporting this systemic shift. Academic institutions, the media, and legislators are all significant players in shaping public narratives, definitional understandings, and public opinion. Suppose those players are not rooting their narratives in facts, with survivor-centered experiences and the reality of traffickers' behaviors. In that case, prosecutors will continue to lack the political will to pursue complex cases. Judges and juries (the arbiters deciding guilt or innocence) will continue to be misinformed and unable to identify actual trafficking amidst that misinformation.

Figure 175

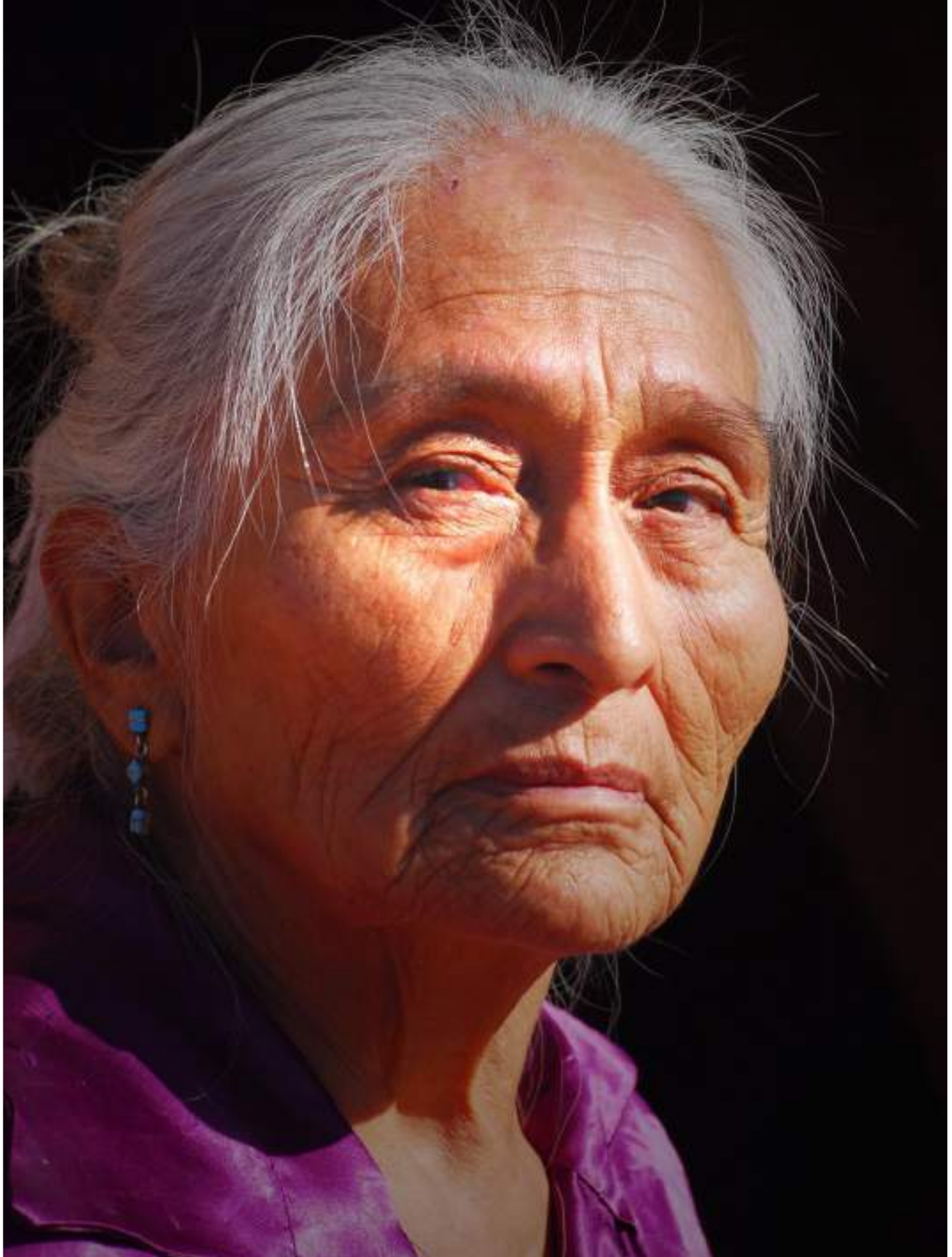
Please indicate the ways that Amtrak station police will partner with others in the community who assist victims of human trafficking. Select all that apply.



QID_101 Total Respondents: 169

Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Human Trafficking impacts Indigenous populations. Prosecuting crimes includes a complex jurisdictional scheme that can involve federal, state, local, and tribal law enforcement.



Innovating the Way Forward

NOST data indicates that 53% of respondents agreed that most cases with human trafficking indicators are charged with crimes other than human trafficking (Figure 176, pg. 227).

Seventy-one percent of 112 respondents agreed that a unique code should be used when charging cases. Such a code would indicate that a case had elements of human trafficking even though human trafficking was not the lead charge (Figure 177, pg. 227).

This sentiment may be explained by the newness of the human trafficking statutes and the lack of systematized resources, processes, protocols, case law creation, and general education and understanding across the criminal justice system when it comes to human trafficking.

For example, many federal indictments for human trafficking-related activity still focus on older, more accessible approaches to proving the Mann Act statute instead of human trafficking. This statute predates the 2000 Trafficking Victims Protection Act and provides the nation's historical understanding of statutory elements for sex trafficking. The Mann Act requires prosecutors to prove that the defendant transported the victim across state lines for "immoral" purposes, with commercial sex meeting the requirement for "immoral purposes." This language is a significant reason for the national misunderstanding that human trafficking requires kidnapping or that transportation is directly related to human trafficking, as opposed to the language of the statutes being charged. For Mann Act Violations, instead of focusing on the psychological coercion, the deceptive fraud, or the violent force present in human trafficking cases, victim experiences are not factually relevant to the statute. They are not elaborated on in arrest reports and press releases.

Similarly, many state prosecutors pursue "Promoting Prostitution" or "Aggravated Promotion of Prostitution," as those statutes have the same penalty as trafficking with fewer statutory requirements in their states (like in Massachusetts²⁷² and Texas²⁷³). Others pursue "Sexual Assault Against a Minor" instead of "Human Trafficking" for similar reasons.

We need to charge human trafficking. It is a new area of law, and if we continue to shy away from learning and progress forward, our prosecution numbers will remain low.

Anyone working in or reporting on anti-human trafficking must collect and use data to inform their approaches. This does not mean academics reading data and reporting it or modeling the largest departments and task forces as if they are cross-applicable to every city and county in the country. Instead, we should uplift the expertise of people with lived experience, such as survivors, those who directly support and empower survivors, and those with direct experience investigating or prosecuting traffickers. The people directly involved in the systems that need to shift must inform and lead solutions, or the solutions will continue to fall short.

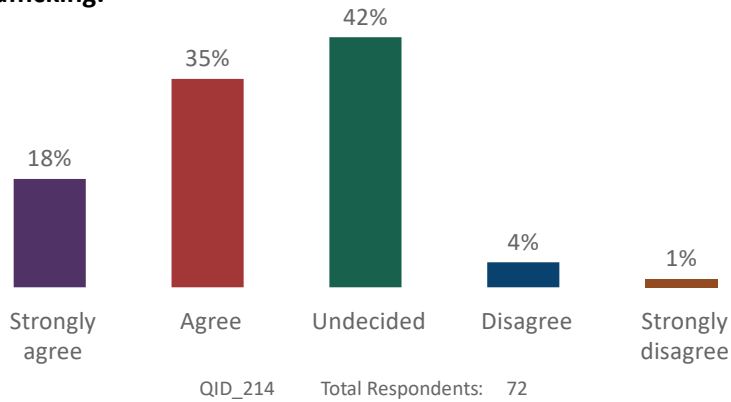
Media

Accurate media reporting and public education are not the responsibility of the police or the criminal justice system; they should be the role of newsrooms and editorial boards, community members and local legislators, and non-profit social service providers that engage in public education. They must be achieved using data, case studies, and be factually informed by survivor and field practitioner lived experiences, not emotions or sensationalized ethical approaches. Even unintentional misinformation and sensationalizing in the media can negatively affect prosecutions and labor and sex trafficking survivors. The media informs jury pools and judges and colors the realistic interpretations and perspectives they bring to trial. The audience could also notice victims if they were more accurately informed. The parents of children whose peers may not have people looking out for them can be the ones to see changes in behavior and vulnerability risks. School counselors and extracurricular coaches could notice trafficking signs among students. Truancy could be monitored to detect and alleviate vulnerability instead of punishing and increasing exposure among those students.

Media agencies need more rigorous editing in their reporting, and prosecutors need to better frame their indictments and press releases in line with the trafficking statutes to help move that narrative along.

Figure 176

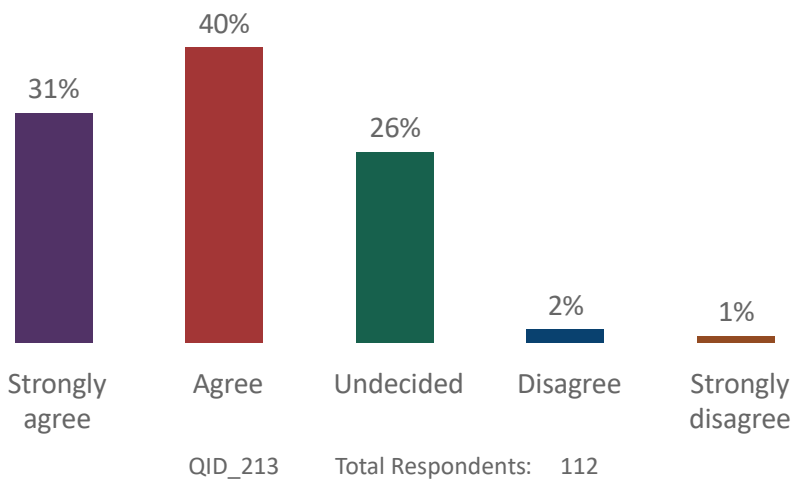
To what extent would you agree or disagree with this statement, "The majority of cases with signs of human trafficking end up being charged under different crimes instead of human trafficking."



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 177

Should a special code be used to indicate signs of human trafficking had been present but other crimes were charged instead?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Academic Reports

Like media coverage, academic reports may not fully engage the community about what they are reporting. One result can be that they reach uninformed conclusions that are directly contradicted by both data and lived experiences. For example, a recent report on “human trafficking stings” focused entirely on vice-related investigations and operations and mislabeled them as human trafficking investigations. That report also misunderstands the way police departments and investigative units are structured and the separation between the investigation, prosecution, and judicial portions of the criminal justice system. To an informed reader of the internal structures of the criminal justice system, their conclusions seemed to call for the end of vice operations and a transition to human trafficking investigations. The framing used, however, led to conclusions discrediting the very solution they sought.²⁷⁴ These reports are important, and the solutions proposed must be grounded in systemic expertise to achieve results. In this way, collaboration is vital for academic institutions and publishers as much as with the media.

Additionally, when defining best practices and potential systemic shifts, it is important to account for city, county, and state cultures and structure variations. Bureaucratic processes and procedures necessary for departments with thousands of officers and detectives, such as the 6,000 officers in Houston, Texas, are not required or even appropriate for departments like that of Goshen, Indiana, with 64 total officers to cover every type of crime that occurs. Highlighting the methods and approaches of one size department at the expense of innovative and agile options for departments with only hundreds or dozens of officers does the field an enormous disservice.

Concluding Thoughts

Building intensely researched, data-driven cases lead to solid results. Building strength in unlikely enforcement partners, such as code, alcohol, or health departments, increases the likelihood of identifying forms of trafficking and the number of cases submitted. Building strong collaborations with legal and social service providers ensures survivors of trafficking are supported and empowered, which should be everyone’s goal – and increases the likelihood of their testifying in court, building more robust prosecutions. Finally, ensuring the media narrative and public are informed builds political will and support and creates educated jury pools. NOST data is one building block toward achieving these ends.

About the Author

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BECOMES BROAD
DESCRIPTIVE INFORMATION RELEVANT
ACCELERATED
REFLECTS CONVENTIONS
BEHAVIOR LAWSUIT
EMPLOYEES MAJOR CODES
BUSINESS ENGAGE
CHARTERS
PUBLIC POLICY
UNETHICAL PEOPLE
ENSURE OCCUR
REGARDING ETHICAL CAREER
ENVIRONMENT SMITH
ISSUES FAVOUR
RECORDS CONCERNS
FINANCIAL STATEMENT
REQUIREMENTS ACCOUNTING
PROBLEMS
ENABLING REGIMES
NORMATIVE CORPORATIONS
GOVERNANCE
IMPORTANT
RESPONSIBILITY
CORPORATIONS
ARISEN CODE
CONCEPTS CITIZEN
UNDERSTAND
EVEN TAKE
LEAD BASED
EXAMPLE
POLICIES COMMON
USE THEREFORE
NECESSARY
SPECIFIC
PRIMARILY
MAJOR
CODES
RIGHT
ACCURATE
DECISION
NON-ECONOMIC
RECORD ROLE
LEGAL CLAIM
TYPICALLY
PERFORMANCE
REQUIRE
PRICES
SENSITIVITY
ARISE
SACRIFICING

Governance: Building Sustainable Programs and Sharing Data

By Chris Baglin, JD, and Christi Wigle

Transportation intersects with human trafficking in many ways. Knowingly transporting trafficking victims is a federal crime in the United States (U.S.).²⁷⁵ Transporting victims away from a trafficker can lead to their freedom, and transporting survivors safely and reliably to essential services and new employment helps realize self-sustainability. The NOST study provided insights into key areas of the transportation sector. Directives and other factors lead transportation agencies and companies to train workers to report signs of trafficking and to partner with agencies whose mission is to address crime or the needs of its victims. These duties require consistency in working with people, organizations, and their data. Also, and perhaps most importantly, no matter the size or scale of anti-trafficking reporting and data-sharing by the transportation workforce, the confidentiality and security of information are paramount. Although human trafficking falls under existing public safety mandates, human trafficking is not within the core mission of most transportation agencies. As leadership, priorities, risks, and opportunities may change over time, intentional yet adaptive governance is key to success and sustainability. The scope and scale of transportation sector governance mechanisms range from coordination of awareness raising to risk analysis by general counsel to facilitating recurring anti-trafficking training and collaboration with external partners.

Governance covers programming, meeting the needs of external stakeholders, selecting, operationalizing, and sustaining anti-trafficking work, and planning for maturity over time. The following discussion outlines topics that can be addressed in policies, protocols, processes, and other governance tools. With respect to external stakeholders, for example, transportation partners may support entities charged with leading anti-trafficking efforts to prevent, protect, and prosecute, such as law enforcement or victim service providers. Reporting suspected signs of trafficking generates data for their casework, making a transportation organization's most basic efforts at a data strategy important.

Overview: Building Transportation Sector Value to Anti-Trafficking Effort Through Governance

Current transportation sector responses to human trafficking include increasing awareness, providing transportation resources and services, monitoring supply chains, and organizing a workforce reporting of suspected human trafficking. In addition, other activities and practices are emerging. Instituting governance is a different and distinct response. Governance can seek to treat issues uniformly and minimize ad hoc, arbitrary, or ill-informed action; it can organize and routinize the activities that comprise a transportation entity's anti-trafficking posture; it can assist in initiating, stabilizing, managing, scaling, and extending a transportation organization's value to anti-trafficking efforts by others; it can assist in integrating other points of view into

transportation planning, such as those of crime victims and others associated with the human trafficking enterprise, as described in the survivor chapter, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking.”*

For transportation organizations seeking to develop intentional governance of this topic, there are diverse frameworks and training, both national and local. Some common elements of governance are the following:

1. Forming internal governance through Program Management
2. Confirming external stakeholder reliance on Data, Information, Knowledge
3. Identifying themes and governance for sustainable Leadership and Support
4. Planning for program maturity by committing to Supporting Partners

These four elements can assist in analyzing and improving current approaches to governance and expanding or adjusting them in the future. Relevant anti-trafficking activities for maturing a program are in Figure 178, which uses the term “functional areas” to integrate the transportation sector with the framework from a study led by Albright and discussed further below.

Figure 178

Potential anti-trafficking activities by a transportation organization, by functional area			
Program Management	Data Strategy	Leadership within Transportation Sector	Supporting Partners
<ul style="list-style-type: none"> ▪ Project Management, e.g., project plan, risk management, reporting ▪ Outlining a Concept of Operations, including scope and process for data governance ▪ Coordinating internal stakeholders ▪ Coordinating external stakeholders ▪ Driving outputs (awareness materials, training, etc.) ▪ Driving outcomes (e.g., integration into existing programs) ▪ Conducting evaluations leveraging data, maturity models, other tools 	<ul style="list-style-type: none"> ▪ Implement Concept of Operations ▪ Conduct business transformation process (establish desired outcomes, executive sponsor, core team, charter, list of stakeholders and drivers, business analysis, schedule for periodic reviews) ▪ Manage transition planning: communications, change management, risk, funding ▪ Maintain data strategy over time ▪ Update by functional area 	<ul style="list-style-type: none"> ▪ Post information in required areas ▪ Voice support ▪ Support internal awareness training; Call on peers ▪ Track supply chain ▪ Add security ▪ Other activities 	<ul style="list-style-type: none"> ▪ Share data/footage ▪ Help with anti-trafficking initiatives for major events, e.g., Superbowl ▪ Provide awareness training for the public; Identify safe havens for possible victims ▪ Donate fare cards to service providers ▪ Other activities
Source: Baglin, Chris (2022)			

Program Management reinforces practical aspects of administering and operationalizing an anti-human trafficking policy or training initiative. Program management activities may support or rely on coordination or collaboration with external entities and partners. The Data Strategy functional area is an internal process covering data collected by a transportation agency but destined for external partners who rely on the data’s quality and timeliness to do their job. Another functional area comprises those instances where a transportation agency exercises Leadership within the Transportation Sector, both internally and externally, thereby demonstrating and modeling the special, critical role the sector can play. Activities related to Supporting Partners are those that directly support law enforcement, human trafficking task forces, or others leading or engaged in anti-trafficking efforts.

The examples immediately below provide an initial illustration of the four functional areas. These examples are followed by an analysis of NOST data, practical approaches to governance, and a brief synthesis and notional build-out. This chapter may assist anti-trafficking coordinators in communicating, managing, and planning for a long-term, sustainable program.

Examples of Governance relating to Program Management, Data Strategy, Leadership Within the Transportation Sector, and Supporting Partners

Example 1: Forming Internal Governance through the Program Management Functional Area

Human trafficking initiatives bring together experts and practitioners from many disciplines. Even within the justice system, a range of expertise is needed to prosecute crime, support its victims, and secure restitution.

Transportation agencies may support anti-trafficking at a single event, such as the Super Bowl. An agency might engage in one-time training or awareness-raising related to human trafficking, for example. Supporting a series of events can appear ad hoc, but several managed together is more than a single project; continual activity comprises a program, small or large. Official, ongoing support to a task force or a law enforcement agency through formalized partnerships and Memoranda of Understanding also form a program. Communicating in those terms can aid governance and resource management.

Maintaining continual engagement requires strong administration. It also requires recognition that the best kind of leadership for a transportation agency may simply be supporting another entity that leads in the human trafficking mission space, for example, those having actual responsibility over cases. An example of seasoned program management on human trafficking is found at the U.S. Department of Transportation (USDOT). For years, the USDOT has run effective internal governance of its response to human trafficking. Several interrelated aspects are seen in its governance of the human trafficking issue, including:



Within the USDOT, the Office of International Transportation and Trade, within the Office of the Secretary (OST)²⁷⁶ runs the USDOT Internal Counter-Trafficking Steering Committee, coordinating representatives from other departmental offices and the USDOT’s Operating Administrations, which are:

- Federal Aviation Administration
- Federal Railroad Administration
- Federal Highway Administration
- Federal Transit Administration
- Federal Motor Carrier Safety Administration
- Great Lakes - St. Lawrence Seaway System
- Maritime Administration
- National Highway Traffic Safety Administration
- Pipeline and Hazardous Materials Safety Administration

The ASAI/A is charged with leading on transportation aspects of the Department of State (DOS) coordination with foreign entities, including on human trafficking. The DOS Office to Monitor and Combat Trafficking in Persons (TIP) publishes an influential country-by-country evaluation of human trafficking annually, called the Trafficking in Persons (TIP) Report, among other activities, while Consular Offices address individual cases and country policy.²⁷⁷ Each USDOT Operating Administration has international staff who support U.S. relationships. Operating Administrations have also coordinated with other federal agencies, such as law enforcement agencies working at airports and other ports of entry, including Customs and Border Protection.

Against this backdrop, the USDOT, through the OST Office of International Transportation and Trade, contributes to international collaborations that intersect with human trafficking, such as the following:

- **International Civil Aviation Organization (ICAO).** As noted in the aviation chapter, “*Action from Airports, Airlines, and their Allies,*” ICAO has been a leader in developing protocols for airline staff and others exposed to suspected instances of human trafficking.

- **International Transport Forum (ITF).** ITF is politically autonomous and administratively integrated with an official United Nations observer, the Organisation for Economic Co-operation and Development (OECD). The head of ITF has provided leadership by articulating the role of responsible business conduct. ITF also publishes sector reports on women’s safety and security in public transportation, describing the USDOT Transportation Leaders Against Human Trafficking (TLAHT) program’s approach to the international community.²⁷⁸
- **Asia-Pacific Economic Cooperation (APEC).** APEC is a regional economic forum supported by 21 member countries, with a permanent secretariat in Singapore, policy support, and project management units. It has addressed human trafficking through a sector-workgroup process.

APEC provides one specific example of how USDOT’s human trafficking program (drawing in part from its USDOT Internal Counter-Trafficking Steering Committee) managed several project areas to support governance of awareness-raising. The USDOT is a member of the APEC Transportation Workgroup and has conducted a well-attended series of webinars on human trafficking.²⁷⁹ Webinar audiences include other member countries and public and private sector actors. These webinars covered the role of transportation in human trafficking and modal best practices for agencies, transport operators, law enforcement, and civil society organizations. When APEC’s project management unit evaluated its human trafficking effort, USDOT shared webinar contacts to ensure a complete response to project evaluation surveys, a seemingly minor gesture supporting good governance.

Example 2: Confirming External Stakeholder Reliance on Data, Information, and Knowledge within the Data Strategy Functional Area

NOST studied various efforts to have the transportation workforce observe, identify, and report suspected human trafficking. The main goals of these efforts are to get data to law enforcement for investigation and to service providers who can help possible victims.

A key question is whether or not conveying such data (and any information or knowledge that helps provide context) is a simple act by a concerned transportation worker, for example, that begins and ends with the report to an external hotline or another contact. It is possible that this activity is more complex, requiring recurring tailored training and follow-up with law enforcement to establish value and other considerations.

The anti-trafficking community looks to the transportation workforce (and that of other sectors) as potential “frontline” observers of human trafficking.²⁸⁰ When serving in this observer role, the transportation worker effectively supports partners in the justice system, requiring sound evidence to pursue cases arising from an observation. While training and other education are needed to observe well, governance must define and communicate policy and processes and better operationalize such efforts. NOST was designed to collect data that can mediate discussions on maturing this and other aspects of awareness raising and training.

A hypothetical scenario may assume a worker can identify signs of human trafficking and then follow internal protocols for reporting those suspicions. The provision of human trafficking training includes a call to action for the worker to be encouraged to reach a hotline or 911 or contact their supervisor to secure assistance. Initial governance sometimes includes coordinating with public safety and service providers who might interact with frontline workers or managers making a report. A related role of transportation is to distribute awareness-raising materials that include this call to action.²⁸¹ In recent years, there have been increased efforts to tailor awareness materials and training to the transportation workforce, as directed in the 2021 National Action Plan.²⁸²

Institutionalizing the thoughtful observation, identification, and reporting of potential trafficking requires at least three other activities:

<p>Appropriate engagement of the workforce in the distribution of information.</p> <p>A non-exhaustive list of awareness collateral includes wallet cards, restroom stickers, pamphlets, bulletins/newsletters, presentations, tabletop/pop-up displays, videos, podcasts, guides, and instructional aides. Infographics and non-verbal content may be used for high-impact, low-literacy, and foreign learner settings. Channels for distribution are webpages, QR codes, webinars, awareness-raising events, and training. Types of activities may range from general awareness, brief instruction before a work shift, annual in-person training, and train-the-trainer programs. These tools are used by Non-Governmental Organizations (NGO) and transportation entities and effectively engage the workforce.</p>	<p>Management of the information's impact on workforce behavior with the desired approach to reporting.</p> <p>The impact of providing awareness materials to the workforce leads workers to act and report potential signs of human trafficking; however, new awareness also may lead to questions from the workforce about human trafficking, and these questions require consistent and accurate replies. Governance can reconcile variances across materials from different sources and guide more uniform responses under other calls to action.</p>	<p>Management of relationships with law enforcement or victim service providers who may be summoned when a report is made.</p> <p>Law enforcement and victim service providers work with human trafficking victims in different capacities, and governance can be established to gain understanding and share expectations among workforces.</p>
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Success in raising awareness effectively among workers may depend on several variables, such as delivery methods, addressing feedback from workers, and collaborations with community nonprofits or Lived Experience Experts providing for the awareness raising. Governance can anticipate and support the management of these variables (and others) at key points in the identification and reporting process. For example, identifying labor or sex trafficking in transportation settings can present security risks to public safety. It also can risk potential liabilities to the organization if not handled correctly; at least two airlines have been sued after their personnel acted on flight attendant suspicions that a parent was a trafficker. A recommended call to action could include implementing implicit bias training in the context of human trafficking prevention and intervention training for key personnel. A Transportation Research Board report notes the potential for "negative repercussions from relying solely on appearance-based indicators" of human trafficking rather than behavior-based indicators of human trafficking.²⁸³ As will be seen later in this chapter, the majority of respondents did not know whether protocols were in place to ensure they were protected should they report misidentified signs of human trafficking. Clear, viable protocols should be developed and conveyed to frontline workers regularly. The following are considerations when developing an internal protocol to report signs of human trafficking:

- **A protocol can identify when the organization should contact an external expert or practitioner.** Risk transfer may include telling staff to call 911, the National Human Trafficking Hotline, and General Counsel.²⁸⁴ Some organizations may, for example, recommend calling 911 (only) and not contacting anyone else about the concerns.
- **The workforce may be advised to report suspicions to a supervisor (or dispatcher) or to contact the organization designated to receive those suspicions.** In reviewing current or new protocols, an organization should consider whether it is mandatory that the workforce report signs of potential trafficking. If required, should reporting be prioritized over other work? Will the worker ask if their response is evaluated as part of job performance?
- **Where an activity is outside a worker's duties, a worker is asked to be altruistic or act for another's benefit.** Such prosocial behavior may be encouraged even when it is not an official duty.²⁸⁵ For example, right after the terrorist attacks on September 11, 2001, transportation sector employees were asked to "see something, say something," and to identify and report potential threats against assets, operations, and patrons. The relevance of anti-trafficking efforts to an organization's mission may be less apparent to the workforce. Also, non-routine circumstances like natural disasters may require special considerations.²⁸⁶ Governance helps to adequately define what is expected of the workforce when there is a suspicion of human trafficking in different settings.

It is beneficial to consider differences among the many awareness and training materials available to understand external stakeholders' reliance on data.

- Materials from DHS may have the law enforcement-run ICE tip line, while those distributed under the U.S. TLAHT program may have the National Human Trafficking Hotline number.
- In addition to processes within each hotline, hotline operators have general guidance regarding human trafficking, including the NENA Protocol for Handling Calls Regarding Human Trafficking Information.²⁸⁷
- Materials from a local entity may reflect local preferences:
 - A local community may have developed a coordinated response designating a number to call that is different from that designated by a local federal agency.
 - Materials may say to call 911.
 - The police, anti-trafficking task forces, councils, and service providers may have a local hotline or other agreed number dedicated to this purpose or one closely aligned to the profile of human trafficking in the community, such as a domestic violence hotline.
 - Some local transportation agencies may be linked to regional task forces and use their designated number. For example, Denver International Airport is closely connected with the local DA, which runs a task force. The airport knows to reach the DA's office in a suspected case of human trafficking.
- Transportation facilities may have security tip line notices posted for reporting anything suspicious, and these tip lines may end up fielding human trafficking calls.

Governance in this area can take many forms. For example, the observations reported externally to a hotline could also be recorded internally by the general counsel; or, if the transportation agency has its own law enforcement authority, such an internal record or report could go to that office. It may make sense for a transportation entity and its partners to harmonize the various approaches observed among its stakeholders into one framework. It is a best practice for anti-trafficking programming (including reporting protocols) to be trauma-informed and victim-centric.²⁸⁸ Professionally led training for administrative staff and frontline workers could ensure trauma-informed and victim-centric reporting because, for example, there needs to be more than just altruism to ensure that the transportation workforce takes this perspective or can meet its requirements.

Understanding how external stakeholders rely on data helps to ensure safe, efficient, and secure data flow in response to the calls for transportation frontline workers to identify and report human trafficking. As discussed below, a clear data strategy can support law enforcement, service providers, and others who rely on quality and timely data.

Example 3: Identifying Themes and Governance for Sustainable Leadership and Support through the Sector Leadership Functional Area

As described above, the transportation workforce is asked to observe, identify, and report suspected human trafficking actively. In addition, this sector's governance is emerging, accompanied by some proactive actions, while others are reactive or passive. The actual anti-human trafficking activities in this sector are varied and diverse, but practices can be grouped in common ways under key themes, as seen below.

Compliance. Statutes may require organizations to take specific actions in support of human trafficking countermeasures. Transportation agency actions may involve compliance with state posting laws, such as ensuring posters in rest areas or other public areas with a number to call, e.g., if a victim needs help or if a possible victim is spotted. Compliance may call for due diligence protocols, such as human trafficking-related federal or state prohibitions, that restrict Commercial Driver's Licenses (CDLs) for felons convicted of transportation trafficking victims. Responses to state law, executive orders, or federal funding requirements may call for outreach. Such outreach may encourage supply chain reviews and monitoring to understand a

subcontractor's labor practice or a supplier's sourcing of products. This external driver may have a tie-in to internal programs established for Environment, Social, and Governance (ESG).

Comity. Transportation entities have diverse expertise and resources, including surveillance footage, geospatial skill sets, and other data, information, and knowledge. On this basis, law enforcement or other organizations with a leading role in responding to labor or sex trafficking and victims' needs may consult with a transportation entity to support casework. It is important to note that these external organizations conduct casework based on specific criminal or victim circumstances and within a larger organizational mission, which is not necessarily limited to human trafficking. Through that lens, their view of human trafficking may not be programmatic. For example, data may be requested to aid a single investigation. The level of comity among organizations for mutual benefit can determine whether resources are prioritized when working with personnel charged with addressing crime and human trafficking. Comity can grow into more strategic casework support.

Championing/Committing. Champions within an organization can use the scope of their job and their influence to facilitate anti-human trafficking efforts. Public-facing action by a transportation organization can begin with an overt commitment, such as signing a pledge with a local partner or becoming a signatory to the USDOT's TLAHT pledge.

Convening. Transportation entities can use their leadership role in communities to convene stakeholders and the public or serve as allies ad hoc or more sustainably. The Transportation Research Board (TRB) has sought to call together its interested members, including through its technical committees relating to sustainability, resilience, and law. USDOT has convened human trafficking's diverse community of interest to showcase effective practices, conduct break-out groups to identify areas for improvement and secure TLAHT signatory commitments from within the transportation sector.²⁸⁹ A regional component of a national transportation organization can also be a convener, as was the case when the Board of Directors of the MidAmerica Association of State Transportation Officials convened to review the TLAHT pledge and resolved to sign individually.²⁹⁰ In 2023, a group of state DOTs began to convene a multi-state anti-trafficking working group that will meet quarterly for knowledge exchange, as noted in the chapter entitled "State DOTs: Leveraging a Leadership Role."

Commercial Sourcing. Supply chains of transportation entities may include goods produced with forced labor or pertain to subcontractors in landscaping, catering, and construction crews, which may utilize exploited workers who do not know their legal rights or the practices that constitute labor law violations. One form of action is to take a proactive stance, including reviews of supply chains and service contracts.²⁹¹ This activity can be linked to sustainability programming.

Commercial-like Services. Transportation organizations and individuals in the transportation sector may provide free or discounted services to trafficking victims or organizations that serve them.²⁹² Examples of those services may include a flight to exit a trafficking situation²⁹³ or the provision of transit vouchers, which may be provided at no cost to the recipient.²⁹⁴

Coordination. Transportation agencies may support the leaders of a task force, commission, or other local, regional, or state-wide governance mechanisms that help to target human trafficking strategically. Transportation may be part of different task forces that address related crimes, such as the abuse of minors. More informal or periodic, there may be coordination through awareness-raising events with NGOs.

Collaboration. Collaboration with independent actions toward a common objective is distinguished from coordination that supports traditional leaders in anti-trafficking work. As a collaborator, a transportation entity might integrate human trafficking as an objective within its existing programs. Examples may be designating airports or buses as safe havens, adopting an employee code of ethics, conducting in-depth, recurring supply chain reviews, following up with partners, and using geospatial and developer expertise to create maps or mapping tools for other agencies or the public.

Core Mission Investments. Moving goods and people requires assets and operations that are safe and reliable, and their performance needs to meet or exceed expected levels. These core mission activities sometimes align with other community interests, such as crime reduction or mobility. Infrastructure and security investments, for example, can support a human trafficking countermeasure for “no regrets” or co-benefit solutions. Concepts include “Crime Prevention through Environmental Design.”²⁹⁵ One approach is to conduct proactive risk management based on trafficking behaviors in the locality and assess their impact on the security of assets, human resources, and the traveling public. Steps may include collecting data, determining public safety and premises liability at a rest area, and improving, e.g., lighting.

The grouping above is an analytical tool, in addition to being an outline of common themes.

- The grouping presents antitrafficking activities as part of a continuum of governance, from a reactive posture (e.g., compliance with laws requiring posting in public places) to proactive leadership (e.g., investments in mission areas to address human trafficking).
- To further support a governance review, the grouping helps discern the “Supporting” activities, which rely on other partners to meet objectives, and those “Leadership” activities that can be undertaken by a transportation organization and managed entirely under its leadership.

Example 4: Planning for Program Maturity through the Supporting Partner Functional Area

Existing and emerging work that includes governance in Program Management, Data Strategy, Leadership within the Transportation Sector, and Supporting Partners was presented in Figure 178 (pg. 231). Each functional area contributes to understanding the profile and success of the anti-human trafficking work of a transportation agency. Together, they become a framework that can help to map where the organization sits among the efforts of their peers and stakeholders.

Below are some considerations in right-sizing a program, assessing its potential, and evaluating its maturity over time. An example of a maturity model from a U.S. Department of Justice (DOJ) study of human trafficking task forces provides a framework for managing these considerations (and others, such as the risks identified in program management) as the activities in each functional area progress over time.²⁹⁶

External drivers. It is essential to identify the fixed, external drivers of anti-trafficking action by transportation entities and their benefits and inherent limitations. As described in this report’s chapter, “*Executive Summary: Transportation Systems, Human Trafficking, and the NOST,*” the last 10–15 years have seen several initiatives influencing the transportation sector:

- Truckers Against Trafficking (TAT) and their allies have trained thousands of truckers to observe, identify, and report suspected trafficking.²⁹⁷
- USDOT TLAHT signatories pledge to raise awareness, conduct employee training, and share data to help measure success; the standard call to action is for the transportation workforce to report suspected human trafficking.²⁹⁸
- The DHS Blue Campaign raises awareness and assists many in the sector.²⁹⁹
- The DOT/DHS Blue Lightning Initiative trains aviation industry personnel to identify potential traffickers and human trafficking victims and to report their suspicions to federal law enforcement.³⁰⁰

These and other programs are designed to provide tools but cannot offer intensive and sustained technical assistance. There are ways forward, however, given the significant expertise in the anti-human trafficking community and the many resources available to support transportation and its partner organizations. For example, the annual National Human Trafficking Awareness and Prevention Month alone is an opportunity to refresh messaging and the workforce’s knowledge. Over time, and with the availability of more guidance and tools in the transportation sector, programs can grow and mature.

Scope of authority. It is essential to scope administrative authorities and other structural issues, such as limitations on funding types. This task can be conducted for immediate project and program management

purposes; the program’s evolution is well served when structural issues are identified comprehensively and broadly so they can be managed and potentially modified.

- The forms of governance that can support anti-human trafficking activities depend on an organization’s mission. Governance on any topic will derive from authorities delegated by an executive, granted by a legislature, or formed by a private agreement.
- A government agency formed by statute will have its mission objectives and funding levels codified, while a private entity’s articles of incorporation or other organizing documents outline its scope. A public agency may not have express authorities (e.g., crime control, human services), and companies may not include anti-human trafficking in their mission statement.
- Potential partners with relevant missions (law enforcement, victim service providers, advocacy groups, and human trafficking task forces, among others) may not have relationships with the transportation sector and a limited ability to engage.

To develop appropriate forms of governance, a transportation entity needs to understand its scope of authority and those of sister agencies, companies, and organizations primarily charged with addressing this crime and helping its victims and survivors. The DOJ study led by Albright and noted earlier in this chapter is a helpful starting point for discussing human trafficking program governance.³⁰¹ The study’s work product describes five stages of program development for human trafficking task forces:

1. Creating a Foundation and Getting Started
2. Developing Structure and Organization
3. Institutionalizing
4. Building and Expanding Capacity
5. Evaluating and Evolving

While the framework is for human trafficking task force collaborations, the five stages provide valuable points of reference for the governance of transportation organizations in the anti-human trafficking program area. For example, the stages are helpful when considering the current and desired state of anti-trafficking efforts in the transportation sector. Different types of activity may be undertaken, each with its own level of development at a given time. These five stages can help benchmark such activities, depending on the scope and objectives of an action and its implementation. They are a helpful reminder that governance should not be a rigid bureaucratic overlay but accommodate changes over time.

Tools such as these can help gauge program maturity. Even among human trafficking task forces, which are the entities in the U.S. primarily responsible for and funded to address human trafficking, governance is not yet mature. Prior research suggested the usefulness of defining key program elements and their future state in developing anti-trafficking program activities, including using a maturity model.³⁰² A new guide to human trafficking for airports, released as this report was published, adopts a phased approach to building a program, outlining a Foundational Program, an Expanded Program, and a Comprehensive Program with concrete activities under each.³⁰³ Extending the five stages listed above to the transportation sector, most transportation-related efforts are in the first (Creating a foundation and getting started) or second (Developing structure and organization) stage of program development. Framing functional areas and evaluating them within a transportation organization can create a baseline for assessing maturity over time.

Data, Findings, and Analysis

This part reviews NOST data, their relationship to the transportation organization’s functional areas, and a framework for program governance and maturity. Program management and a data strategy, for example, can help structure responses to the call for transportation workers to identify, observe, and report suspected trafficking. Sustainability and related governance efforts can be used to integrate human trafficking initiatives into an organization. Existing collaborations with law enforcement or security partners can be leveraged to support anti-human trafficking efforts.

Initial Governance Efforts and Confirming a Focus on Reporting

Our survey was conducted in 2021 when some initial sector-specific governance was in place. The following are preliminary insights.

NOST data can help support workforce expectations and the appropriate level of governance for anti-human trafficking activities. Figure 179 (pg. 240) presents data on transportation organizations' approaches to counter human trafficking. By far, the method selected most often is communicating a commitment, with 84% of 923 aviation respondents selecting this choice. Next, 60% said their organization had established a protocol for reporting, while nearly 40% said resources were identified to share with partners; just over a quarter said there was a single point of contact for coordination. Meetings occurred under an agreed-to plan, according to 15% of respondents. The latter suggests that governance needs attention but not necessarily enhancement. The following summarizes other NOST data:

- Many workers are confident in reporting but indicate the workforce may not be comfortable doing so. They list several reasons for hesitation, including fear of lawsuits.
- Many in the transportation workforce would discuss the situation with their supervisor before reporting suspected trafficking.
 - The results may reflect a well-trained, safety-oriented workforce, or they may reflect risk transfer by the worker or disinterest.
 - This response may also suggest a need for specific protocols for supervisors.
- Most managers are uncertain about the protections for employees who misread a situation (leading to an unsubstantiated report of trafficking).
- In advocacy and outreach directed at the transportation sector, some attention is given to managing the data that may be produced in identifying and reporting suspected trafficking.
- There was relatively low interest in assessing supply chains for goods and services derived from human trafficking; a follow-up survey question was not provided to identify why there was low interest.

In Figure 179 (pg. 240), a smaller respondent group than in Figure 180 (pg. 240) indicated how Fixed Based Operators could actively counter human trafficking, as is also reported in the aviation chapter of this report, *"Action from Airports, Airlines, and their Allies."* Nearly 95% said FBOs could report signs to external entities, while less than one-third (29%) stated FBOs could assess product supply chains. Outcomes in Figures 179 and 180, such as a high interest in reporting, correlate with an emphasis on recent initiatives to leverage the transportation sector to root out trafficking at the frontline of our society. Leveraging worker observations adds risks, primarily if governance does not address the workforce's reporting decisions, including the risk of interaction with potential traffickers and their facilitators.

The NOST data helps to illustrate topics for transportation partners to consider when forming governance.

- First, human trafficking victims and survivors can distrust law enforcement. Figure 181 (pg. 241) shows that fear of law enforcement is believed to be one of the most frequent reasons for not reporting the crime. Among service providers, 70% of allies and 83% of survivor-led providers agreed with the reasons provided among survivor responses.
- Second, law enforcement may be unfamiliar with handling human trafficking cases. Figure 182 (pg. 242) shows that law enforcement respondents stated several reasons they would not use the human trafficking code. Over 25% of the 46 respondents hesitated to classify offenses as trafficking.³⁰⁴
- Third, transportation workers will likely contact local law enforcement to report suspected human trafficking. NOST respondents who have reported suspected trafficking typically reached law enforcement, as seen in Figure 183 (pg. 243). Respondents reported their suspicions to local law enforcement (47%) and 911 (15%), whose protocols direct such calls to local law enforcement.

These issues are not necessarily ones that the transportation sector can or should resolve alone. Human trafficking hotlines have trained staff who work with law enforcement and victim service providers, so hotline staff, and not the transportation workforce, can mediate these issues; however, anecdotal reports indicate that

it is cumbersome and time-consuming to use the National Human Trafficking Hotline; for example, in a remote rural area, law enforcement is sparsely distributed and may not arrive on the scene of suspected trafficking in time. The transportation workforce needs to be made aware of this possible outcome.

Through strong governance, transportation agencies can ensure workers fulfill their role well by collecting and reporting sufficient information on suspected human trafficking. Governance can also help record instances where processes did not work well and outline approaches that minimize the impact on operations. Properly scoping the transportation organization's role and defining realistic aims for its implications is a governance issue.

Figure 179

Please select the ways that Fixed Base Operators can be active in countering human trafficking. Select all that apply.

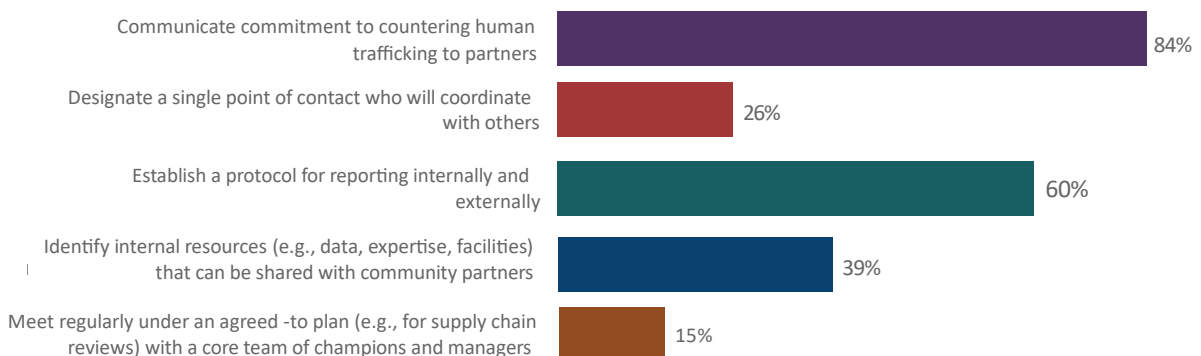


QID_121 Total Respondents: 208

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 180

What approaches does your company/agency/organization take to support countering human trafficking? Select all that apply.



QID_122 Total Respondents: 923

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 181

Why do you think some human trafficking survivors do not report their exploitation to law enforcement? Select all that apply.

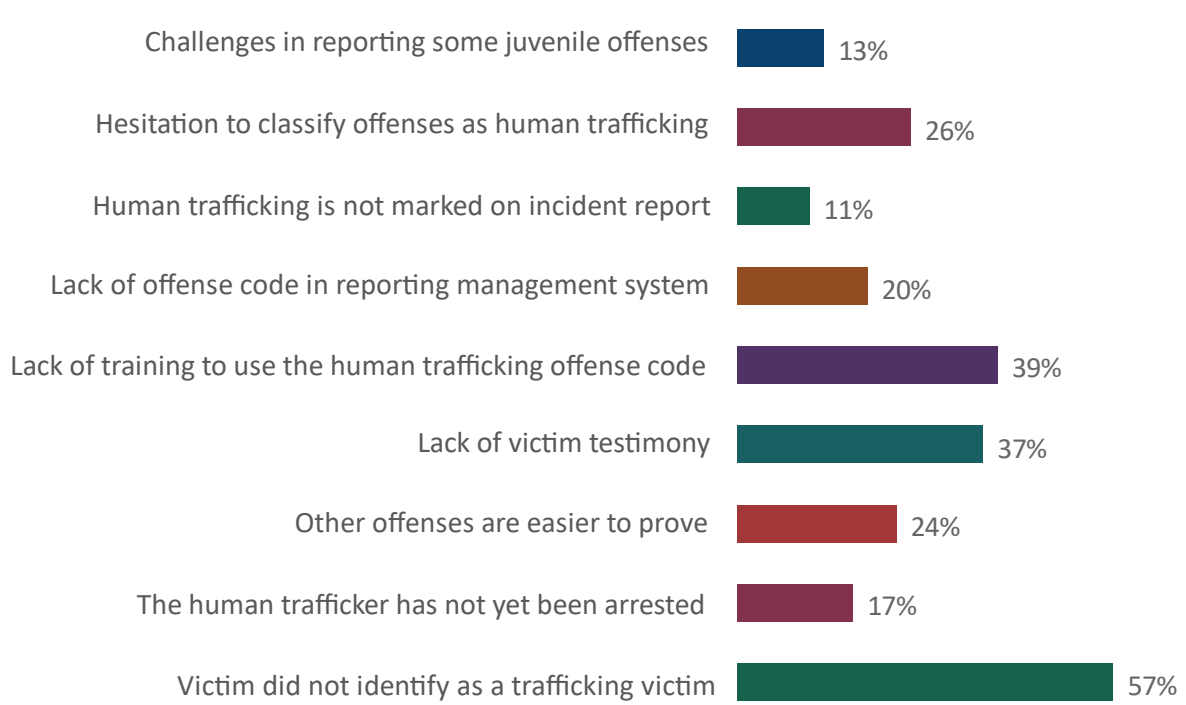
	Service Provider	Survivor/Service Provider
Court officials are being paid off by traffickers	22%	28%
Court officials are sex buyers	17%	33%
Desire to move on with life	61%	72%
Distrust in the criminal justice system	78%	67%
Fear of appearing culpable of criminal conduct different from human trafficking	70%	50%
Fear of appearing culpable of human trafficking	61%	61%
Fear of deportation	65%	44%
Fear of law enforcement	70%	83%
Fear of not being believed	74%	72%
Gender-based shame	43%	44%
Language barriers	57%	39%
Law enforcement are being paid off by traffickers	17%	39%
Law enforcement are sex buyers	22%	44%
Shame / feeling it is the victim's own fault for falling prey to a trafficker, should have been known better, should have tried to escape sooner, self-blame	4%	
Total Respondents By Group	23	18

QID_464 Total Respondents: 41

Note: Statistics include responses from participating service providers and may not represent any larger population segment . The data is divided between service providers who are ally- or survivor-led. The NOST documents survivors’ experiences that may vary regarding negative and positive interactions with different groups Each experience must be acknowledged for evaluating, refining, and implementing counter -trafficking efforts. Although some workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of workers who are willing to help combat human trafficking.

Figure 182

Please confirm the reason(s) that you might hesitate to utilize the human trafficking offense code. Select all that apply.

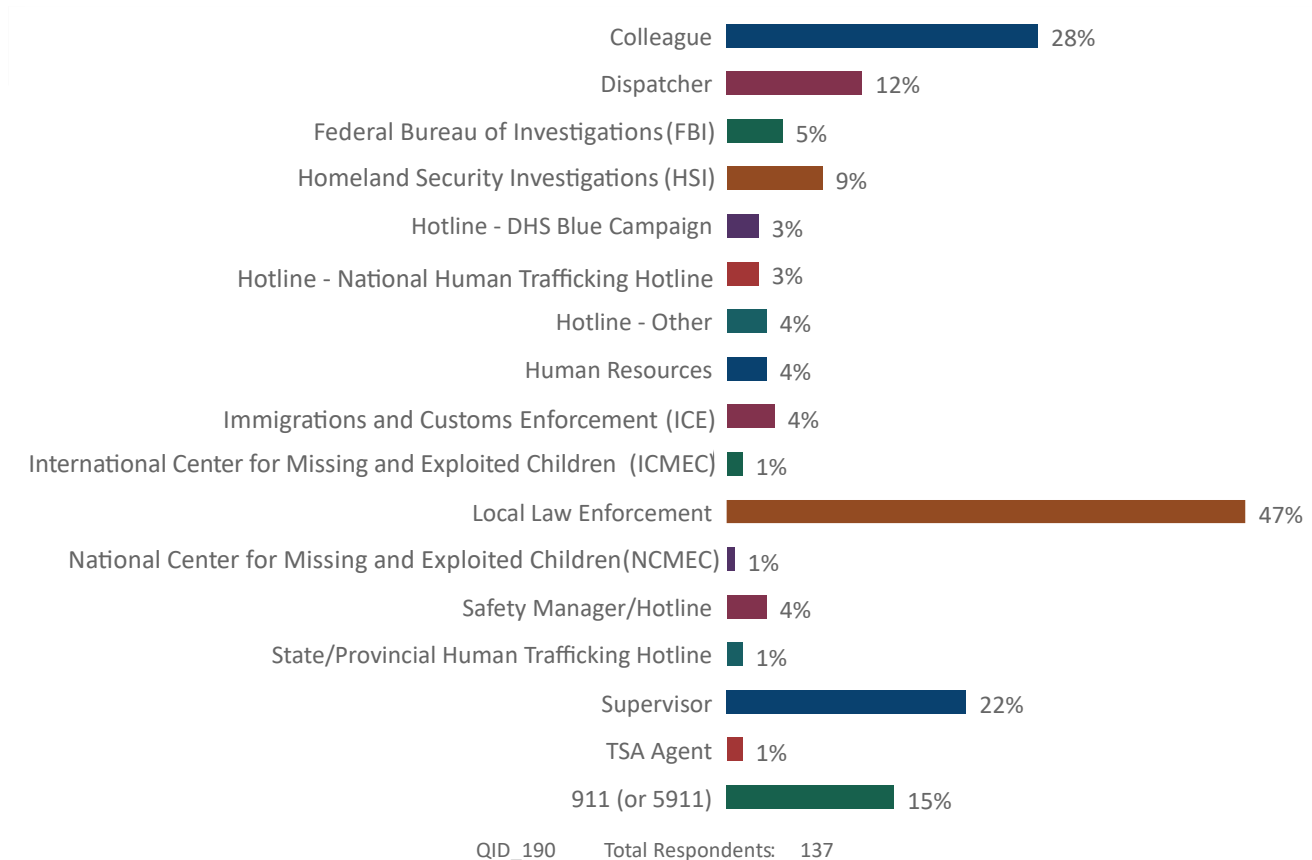


QID_116 Total Respondents: 46

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 183

To whom did you report the signs of human trafficking? Select all that apply.



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Practical Approaches to the Governance of Program Management

The NOST data described above suggest that there can be many kinds of stakeholders and expectations in forming routines and processes around an anti-human trafficking initiative, particularly one focused on reporting observations to external entities that may rely on that data. Standardized project and program management tools include a charter, internal communication plan, and risk management plans that include regular audits. Other helpful approaches to standing up and sustaining operations are designating a single point of contact; developing internal policies, processes, and protocols; external stakeholder communication plan; identifying champions to reinforce messaging or facilitate collaborations; conducting recurring meetings; and dedicating staff and other resources. Data collection can support program evaluation, which helps evolve and mature a program.

Reviewing a governance approach from the data and information technology sector is useful. A “Concept of Operations” (or "Con Ops") is a high-level requirements document that provides a mechanism for users to describe their expectations of a data or information system.³⁰⁵ Typically, Con Ops helps manage the governance of a large, complex data system. Yet, it is very unlikely that a transportation agency would have a system dedicated to human trafficking data, and it is possible that the transportation agency may simply ask its workforce to contact a hotline and record no data. Should data be recorded at any scale, the importance of governance and a concept of operations will be tied to the sensitivity of the data. Transportation agencies and companies are being asked to post human trafficking hotline information and provide training to support observing and reporting potential instances of addressing human trafficking. In early 2020, based on preliminary and not yet peer-reviewed research of anti-human trafficking efforts in state-level organizations conducted in

2018–2019, it was suggested that a concept of operations could help form a common approach among related processes and their resulting data.³⁰⁶ Such an approach appears to complement more recent governance efforts at the federal level; in late 2022, the U.S. enacted Public Law 117-322, requiring that there be a concept of operations for the DHS human trafficking office and its operations.³⁰⁷ Also, recommendations for state transportation agency operations recognize the value of this tool.³⁰⁸ Anti-trafficking partners interested in tracking and sharing key data points might inquire into its use at an agency and, if appropriate, explore its approach as another basis for coordination.

A concept of operations at some scale can bring structure to an ad hoc, ancillary data collection activity; it can ensure its effectiveness, given the safety and security risks related to this crime. Given the limited resources for building out a full anti-trafficking program, developing a simple concept of operations can bridge data and personnel management. Developing a charter and communication plan for internal and external stakeholders is a critical first step; these can be simple statements of intent and do not need to be complex, but their documentation helps adopt a routine and helps others recognize associated activities. From a conceptual perspective, the following are some activities to consider, at some scale, under the Program Management functional area; others might be defined depending on the size of the program:

- Issue Governance
- Risk Management
- Operational Oversight
- Internal Collaborations

Issue Governance

Issue Governance covers internal efforts to stand up, sustain, and potentially expand an organizational response to the calls for the transportation sector to support anti-human trafficking efforts. Organizational activities can be tailored to the mission (including mode) and the subject matter. It would aim to ensure activities are trauma-informed and victim-centered. It also would clarify the scope of the human trafficking program at a given organization. For example, does a focus on sex trafficking include child marriage among the profile of potential victims, or does a focus on labor trafficking include child labor and labor exploitation? Local service providers are one resource for scoping potential victim profiles. Identifying stakeholder interests, equities, and requirements concerning the organizational response is important.

Risk Management

Risk management may be a tool already used by a transportation organization. Threats to public or workforce safety, including crime, would likely appear at some level of severity on a risk register. There are widely recognized tenets of risk management (or frameworks), including risk identification, measurement and assessment, mitigation, reporting and monitoring, and common corresponding mechanisms.

Operational Oversight

A governance structure may not run activities, but it can ensure they adhere to a given standard and timeline. NOST data provide an example of potential governance issues for the many organizations undertaking awareness-raising and training. Many critical educational activities occur that are informally termed training, ranging from raising awareness to courses within a learning management system. Best practices call for training evaluation, and having evaluations in place reflects a training program's maturity.³⁰⁹ The NOST offers data to help baseline the state of practice in the transportation sector. Figure 184 (pg. 245) presents high-level data from 1,467 respondents on whether the training provided to the transportation workforce tests trainees' retention of the material, a form of evaluation.

Figure 184

Please describe the way you were taught about human trafficking. Select all that apply.



QID_163 Total Respondents: 1467

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

NOST data also suggest that transportation professionals are interested in seeing their educational institutions provide training in human trafficking. Figures 185 and 186 (pg. 246), 187 and 188 (pg. 247), and 189 (pg. 248) indicate that transportation workers in state DOT, aviation, maritime, construction, and information technology all believe the schools training others in their field should have a course in human trafficking. Those conducting Issue Governance at a transportation organization can provide leadership in these sectors by pursuing dialogue with professional schools on that training.

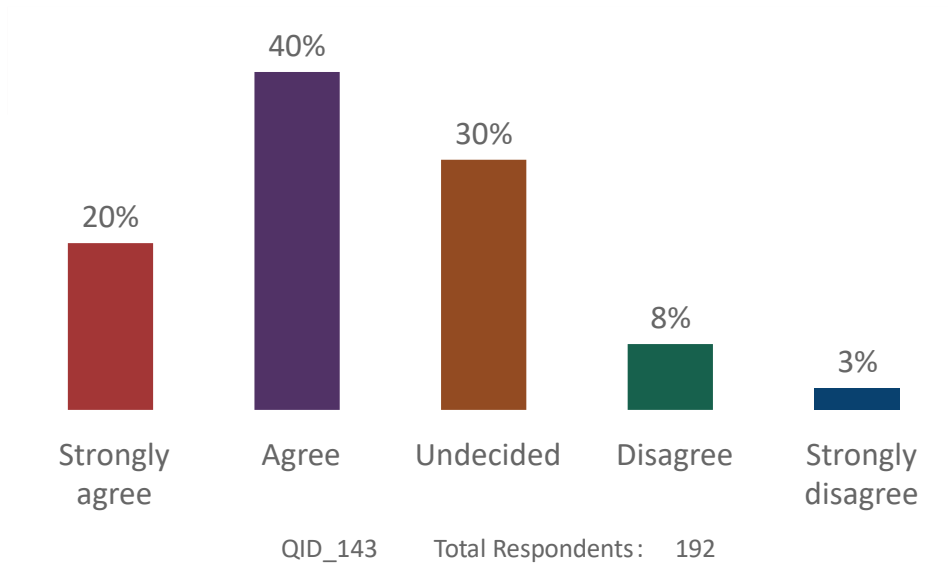


Internal Collaborations

Internal Collaborations leverage specific, cross-cutting subjects that may be integrated into an organization’s program area or could be integrated through best practices. Integrating human trafficking into the organization’s work may involve, for example, ensuring Training is integrated with Human Resources or meshing risk management with the work of other risk managers. As discussed, Figure 178 (pg. 231) lists examples of anti-trafficking activities, such as those listed under “Practical Approaches to Leadership with the Transportation Sector” and “Support for Partners,” which may be integrated into existing programs via internal collaborations.

Figure 185

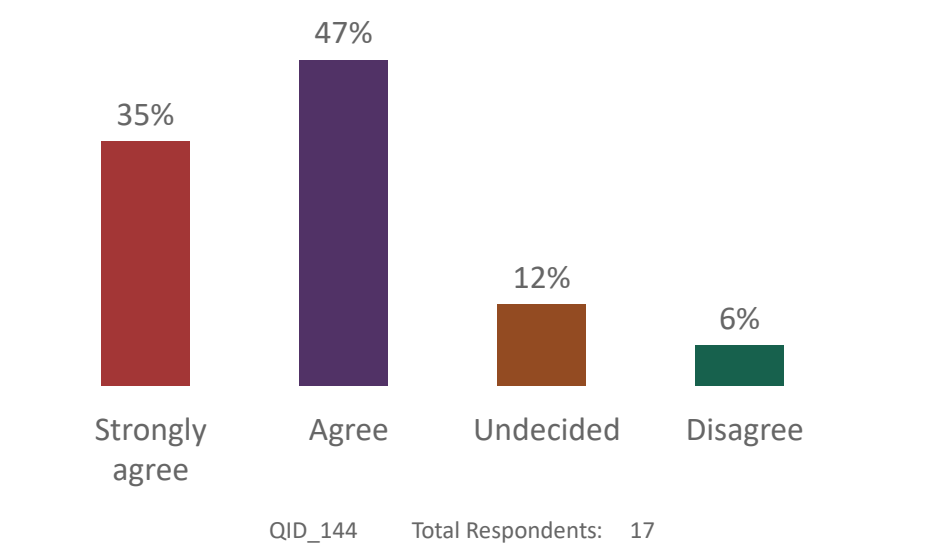
Should construction industry trade schools include a course on human trafficking?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 186

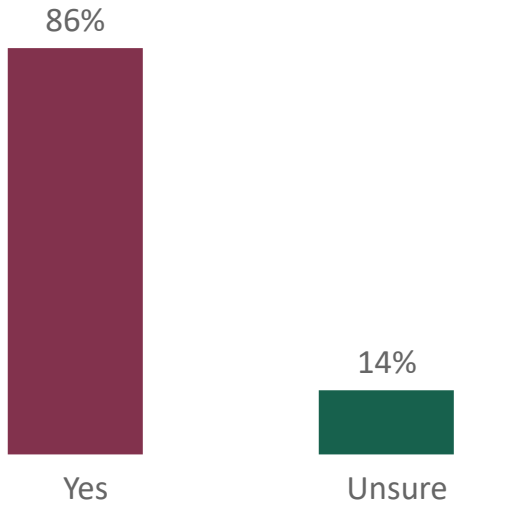
Should maritime colleges include a course on human trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 187

Should aeronautical and aviation schools include a course on human trafficking?

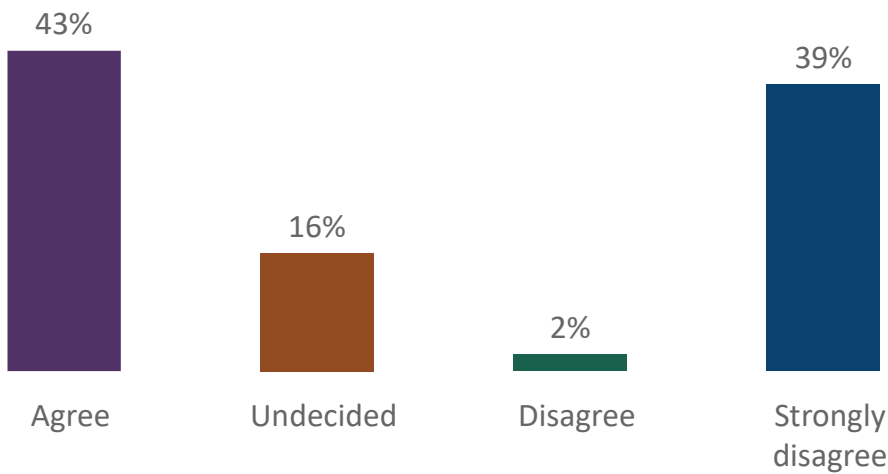


QID_159 Total Respondents: 22

Note: Statistics include responses primarily from participating academics and may not represent any larger population segment.

Figure 188

Should schools that conduct training for the information technology sector include a course on human trafficking?

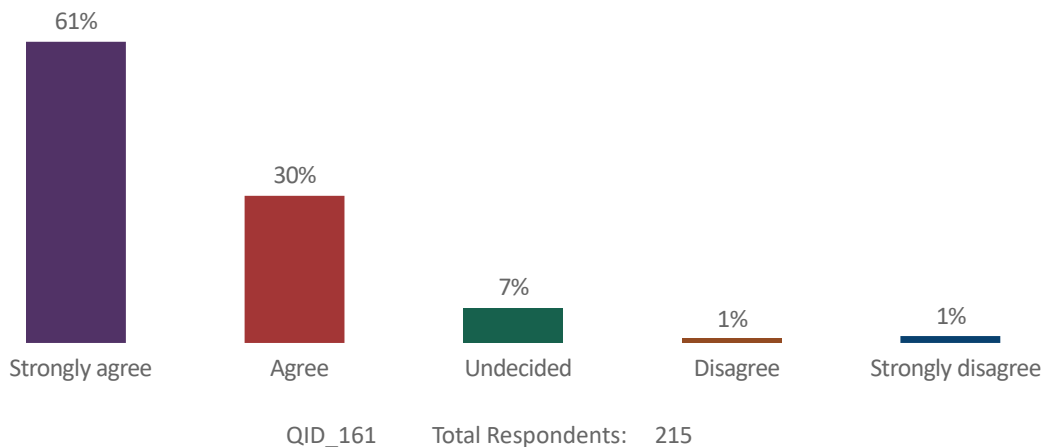


QID_160 Total Responses: 88

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 189

Should schools that provide commercial vehicle training include a course on human trafficking?



Note: Statistics include responses primarily from participating roadway workers and may not represent any larger population segment.

Practical Approaches to a Data Strategy

As noted earlier, the DOJ study of human trafficking task forces led by Albright identifies their “Areas of Function.” These task force areas of function are Internal Foundations, Operation, and Collaboration, Case Operations, Public and Community Engagement, Awareness, and Training, Data, Reporting, and Assessment. Their details align with many activities discussed throughout this report. The human trafficking task force’s “Case Operations” function aligns directly with the data on suspected trafficking that the transportation workforce may report. Such data reported to a hotline, or 911 may become leads then active cases, for example. Case Operations are central to the mission of law enforcement or victim service providers. By identifying and reporting suspected trafficking, the transportation workforce produces data that may go to law enforcement. The same call may precipitate a referral to a victim service provider. The information produced by a transportation agency should be addressed under its functional area that corresponds to Case Operations.

It is worth noting that the human trafficking task forces in question may be led by a governor, state attorney general, or other principal, not in the transportation sector. Few task forces have a transportation organization as a primary member, demonstrating the work and evolution still to occur among entities with the primary responsibilities to manage casework involving criminals and their victims.

Data governance is described separately in this chapter to help identify its specific linkages to other governance efforts in practice. It is distinct but not mutually exclusive from program management. More to the point, it is imperative to ensure, at some size and scale, a data strategy that meets the anti-trafficking community’s primary call to action for the transportation workforce: collecting and transmitting data on suspected trafficking. Governance can oversee the quality, timeliness, and preservation of such data.

With an emphasis on identification and reporting, transportation organizations are essentially conducting an exercise in data collection, preservation, and transfer (to external partners, including law enforcement). Reducing these processes to a data strategy can help identify and adopt practices that improve governance and the efficiency and effectiveness of anti-trafficking activities. It is also helpful to apply some principles of business analysis and business architecture because, as noted, countering human trafficking is not a part of the transportation sector’s core mission. Beginning with an objective look at the overall business of a transportation agency, the reporting processes can be viewed more clearly as a data management exercise.

A useful illustration is found in a tool created by the University of South Florida's Center for Urban Transportation Research and Truckers Against Trafficking's Busing on the Lookout.³¹⁰ Working with transit experts in Florida, including five transit agencies, they developed a "Human Trafficking Response Procedure Template." It directs frontline employees, dispatch employees, and safety supervisors with instructions to input data on suspected human trafficking into the organization's safety reporting system. It also states that "The data in the safety reporting system should be analyzed on a regularly scheduled recurring basis to look for trends, patterns, or other details that may be useful to predict potential future situations, and proactively implement strategic mitigation measures that are specific to the patterns witnessed."³¹¹ While formed in the context of transit systems in Florida with pre-existing safety reporting systems, this template's explicit focus on data management may be a helpful governance example for others.

A transportation organization's own data can support victim testimony and other assertions of fact in legal cases. As noted in this report's chapter, "*State DOTs: Leveraging a Leadership Role*," transportation personnel believe surveillance data from transportation organizations may interest law enforcement. Prosecutors state that "invaluable corroboration" can be found in many forms of documentation, including travel records.³¹² Travel reservations can be used to corroborate the dates and times of victim services or labor when claiming restitution.³¹³ Cases seeking civil recoveries for victims may find such data useful as well.

Data Strategy and Business Architecture

A preliminary step in a data strategy approach is identifying objectives and the information flows to achieve them. At a high level, the aim of a data strategy for reporting suspected human trafficking (to the appropriate entities external to an organization) is to prevent crime and protect victims. The policy to protect the populace from human trafficking is prioritized in several laws, including a U.S. constitutional provision.

Identifying operational objectives is helpful in thoroughly reviewing an organization's daily operations and how it may or may not manage relevant data. A so-called "business architecture" helps to provide a baseline from which a process can be built. Given the high-level objective, of greatest interest are the business areas that offer the opportunity to observe, identify, and report human trafficking. Facility surveillance, roadside assistance, rest area maintenance, operation of buses, and other duties provide these opportunities. Breaking down an organization's composition can confirm areas of interest and identify gaps.

Most organizations have the following areas of business: core, management, service, and enabling.³¹⁴ The aims of a transportation entity typically include safety, mobility, economic vitality, environment, and resiliency. Safety, maintenance, operations, design, construction, planning, and other business areas carry out these aims.³¹⁵

A hypothetical department of transportation of a U.S. state (state DOT), for example, might be said to have the following composition by business area: core business, including design and construction; management business, including budgeting; service, including multi-modal program management; enabling business, including Information Technology, legal, and human resources.

The obvious question is where anti-trafficking measures should be included. The answer to this question can depend upon the program activity and how others view it. For this reason, it is critical to define objectives and identify the areas within an organization that can help meet those objectives. A governance structure can help map new activities to existing areas, as illustrated below in a revision to the previous list describing the composition of a hypothetical state DOT (Figure 190, pg. 250).

Based on business transformation practices, the following are helpful next steps in mapping a transportation organization's structure and processes and forming a uniform approach to data flows so that they work in practice.³¹⁶ These steps occur after general program objectives are in place: Identify desired outcomes; Confirm the commitment of an executive sponsor within the organization; Designate a core team of managers from

relevant areas of the organization, and create a charter with each member's agreed set of roles, objectives, and commitments; Identify the range of stakeholders and drivers and set the target business strategy; Analyze the business and define the target business environment.

Figure 190

Core Business	Management Business
<ul style="list-style-type: none"> ▪ Existing example: design and construction ▪ Addressing human trafficking: activity to leverage internal data from the reporting of suspected human trafficking to develop information to support budget requests, supporting crime prevention through environmental design 	<ul style="list-style-type: none"> ▪ Existing example: policy ▪ Addressing human trafficking: activity to leverage internal data to validate a protocol on identifying indicators of human trafficking and reporting to authorities
Service	Enabling Business
<ul style="list-style-type: none"> ▪ Existing example: multi-modal ▪ Addressing human trafficking: activity to develop data-sharing agreements to leverage reports to external stakeholders in support of security upgrades at shared facilities 	<ul style="list-style-type: none"> ▪ Existing example: legal ▪ Addressing human trafficking: activity to develop an internal data collection protocol for internal reporting to general counsel

These steps can prepare the organization to manage data from anti-trafficking activities that will be shared with partners, such as law enforcement and service providers. The steps are not complex or time-consuming, but they must be documented and agreed upon by senior management and general counsel, if available. Also, several tools can be used to manage a new area of data collection to support the definition, development, and implementation of anti-trafficking data flows. The core team would agree on such tools, which can include the following:³¹⁷

- Communication Plan
- Change Management Plan
- Risk Management Plan
- Funding strategy

This chapter describes these tools in the context of a Data Strategy, referencing NOST data.

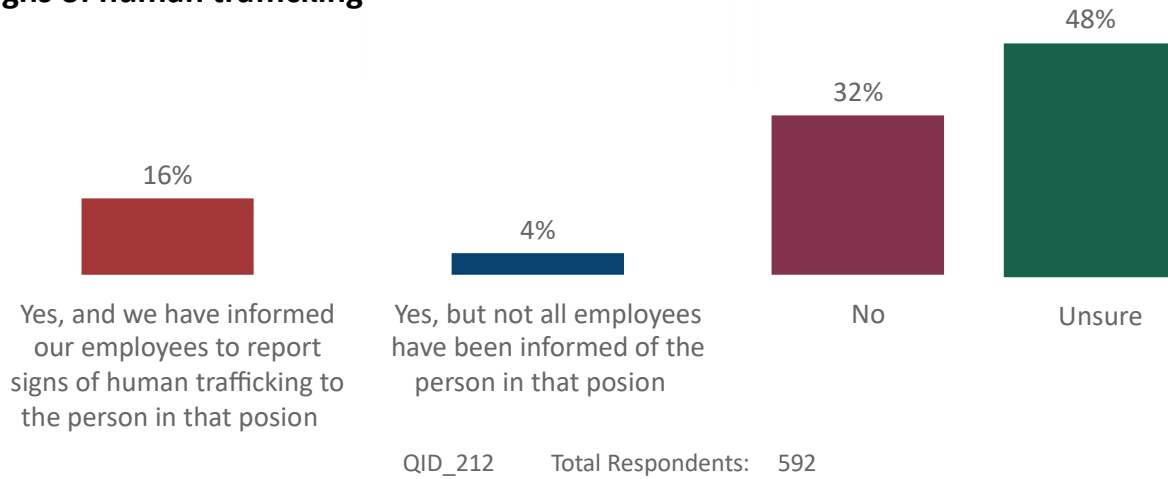
Data Strategy and Communication

A communication plan can outline the type and frequency of communications with stakeholders, both internal and external, that are identified by the core team. In this way, the value of activities can be communicated for a better understanding overall and a sense of the return on investment. The existence of a plan can reinforce the policy priority (i.e., countering human trafficking) that the workforce will be exposed to in awareness materials, training, and other oral and written content.

NOST results provide the respondents' knowledge of their organization's management of human trafficking issues. As seen in Figure 191 (pg. 251), 48% of 592 respondents said they were unsure if there was a designated in-house staff member to whom employees are to report signs of human trafficking. Of those transportation sector respondents who indicated they suspected signs of human trafficking, nearly 10% of 252 respondents did not report their suspicions because they did not know to whom to report them. Another 21% said they did not file a report (Figure 192, pg. 251).

Figure 191

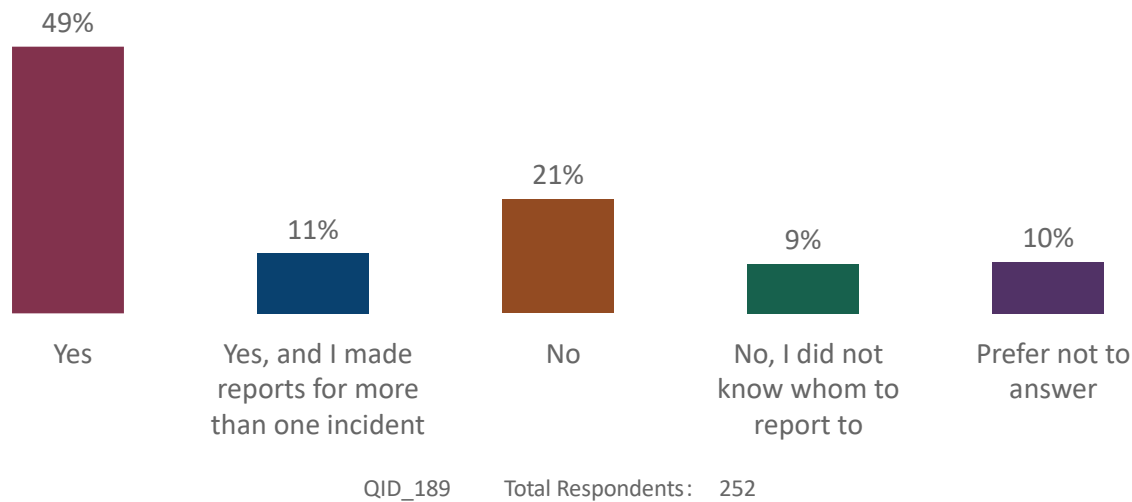
Do you have a designated in-house staff member to whom employees are to report signs of human trafficking



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 192

Did you report the signs of human trafficking to anyone?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

The data in Figures 191 and 192 demonstrate the need to communicate about governance and the tasks desired from the workforce. Other issues may need messaging. Some workers may hesitate to report, including discussing their observations with another person before reporting suspicions. Figure 193 (pg. 252) shows that 43% of 1,162 respondents want to discuss suspicions with their supervisor first. In fact, more than half (56% of 1,169) said they would make the report to their supervisor, as seen in Figure 194 (pg. 253). These data suggest the need to communicate with and prepare the workforce and individuals in supervisory roles since the latter may be called upon to mediate concerns arising from reporting and other anti-human trafficking activities.

Workers may also be concerned about misidentifying a human trafficking situation; however, 58% of 504 respondents were unsure whether protocols are in place to ensure employees know they are protected if they report and misidentify signs of human trafficking, as seen in Figure 195 (pg. 253).

The workforce, exceptionally well-trained and safety-oriented personnel in the transportation sector, likely knows that when there is a breakdown in management and governance, an overt and sustained effort to communicate at recurring intervals can be welcomed and avoid confusion. A communication plan can socialize the points of contact, build relationships, and develop common messaging and expectations regarding what data should be reported and how.

Figure 193

Whom are you most likely to discuss your suspicions of human trafficking with before deciding to report them



QID_195 Total Respondents: 1162

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.



Figure 194

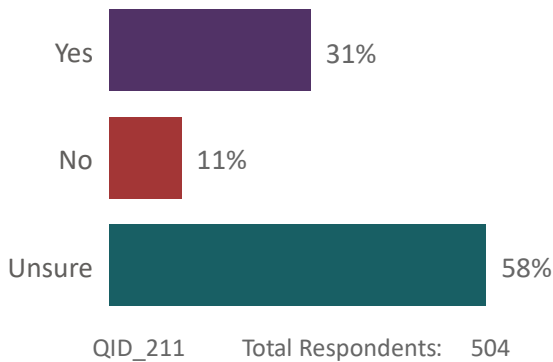
How would you report signs of human trafficking? Select all that apply.



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 195

Are protocols in place so employees know they are protected if they report and misidentify signs of human trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Data Strategy and Change Management

A change management plan prepares an organization and its workforce for new data sharing and management processes. In the case of training on a new reporting protocol, individuals (“champions”) can be designated to reinforce new processes at the organizational and individual levels. A worker’s concern over the susceptibility of their sector to human trafficking may be an incentive to learn.³¹⁸ The business managers in the core team can be

one set of champions to help harness the goodwill and positive sentiments appropriately; other champions can be identified (and supported organizationally) to facilitate change management.

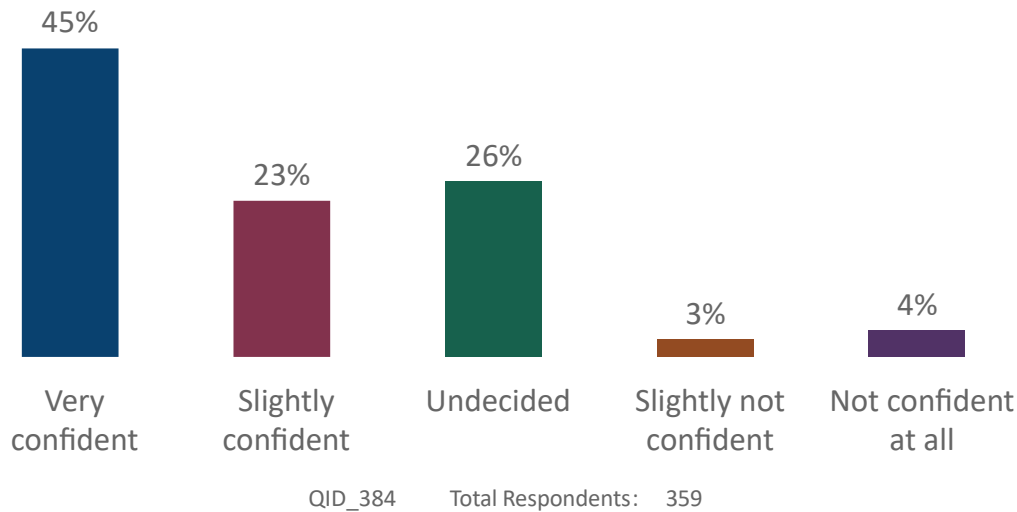
Data Strategy and Risk Management

A risk management plan can identify, define, and form a consensus around risks at all levels. There may be risks from not addressing human trafficking, such as employee security in each environment. There may be public trust risks from collecting and storing data on the traveling public.³¹⁹ NOST produced valuable data for consideration. As seen in Figure 196, a total of 33% of 359 respondents were still deciding or needing more confidence in the impact of reporting on safety, and such concerns may call for focused outreach to the workforce when implementing reporting processes and related change management.

There may be other risks from instituting activities (such as reporting signs of human trafficking) where the nexus to assets or mission functions is not apparent. Employees may have concerns over diverting attention from core duties, such as fiscal cost. Figure 197 (pg. 255) shows that more than half (53%) of 2,574 respondents believed an employer should cover the financial cost of participating in a court case resulting from the employee’s report of human trafficking. Maintaining posters or digital messages also uses staff and other resources. Analyzing organizational preparedness may be a helpful exercise for a transportation organization to raise awareness.

Figure 196

How confident are you that watching for potential signs of human trafficking does not affect the safety of operations ?

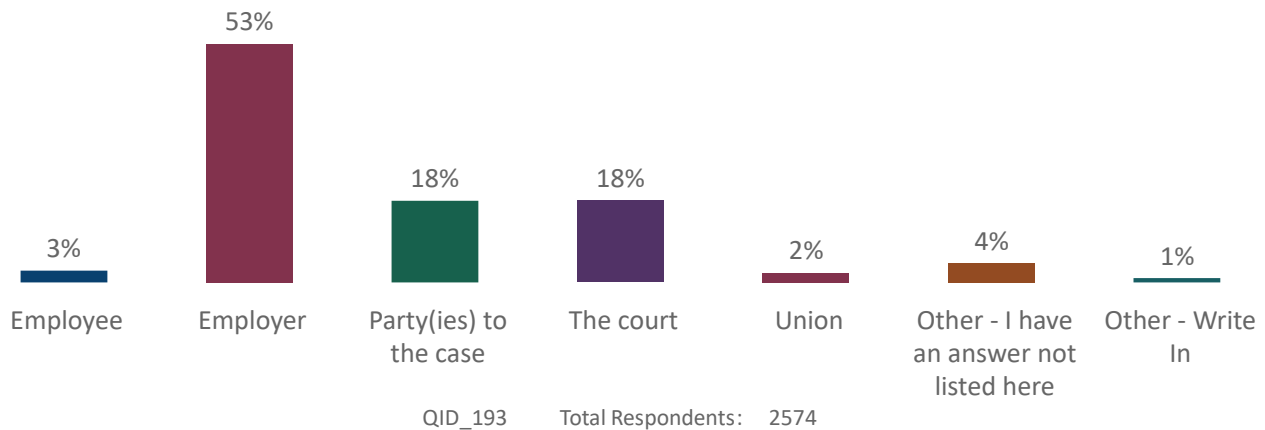


Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Adopting simple protocols (e.g., only call the hotline or 911) that aim for clear information flows and an arm’s length involvement in cases may be most appropriate until the organization matures. While seemingly mundane, travel expenses and other costs can pressure an agency’s comity with law enforcement partners in conveying data on suspected human trafficking. A risk management plan can surface barriers and facilitate coordination and collaboration. It can help document and mediate contradictions between internal and external policies already in place or proposed.

Figure 197

If an employee must appear in court as a result of reporting signs of human trafficking, who should cover the financial cost associated with their participation in the case?



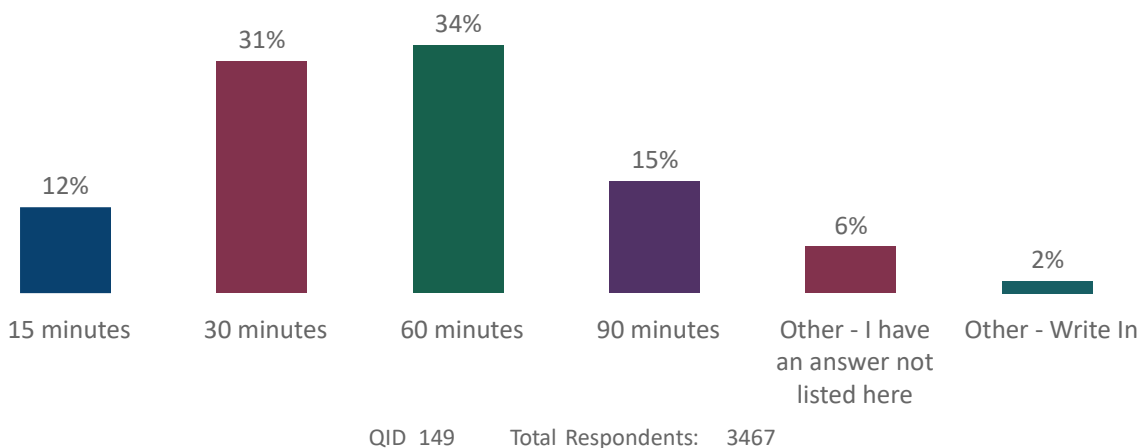
Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Data Strategy and Funding Strategy

If training is needed to ensure proper handling of reporting data, accounting for employee time away from work and when they take the training is a helpful start towards creating a practical plan that is transparent and scalable. The NOST surveyed the time needed for training, as depicted in Figure 198, and discussed further in the training chapter of this report, “Education and Human Trafficking Training in Transportation.” Over a third (34%) of the 3,467 respondents preferred an hour of training. A similar strategy by a given organization could substantiate a training budget. A data-driven funding strategy demonstrates a proper place for an activity in the organization. It is an essential act of governance.

Figure 198

Considering the frequency of human trafficking training in one year, how long should human trafficking training(s) be for the frontline?



Note: Statistics include responses from respondents in all groups and may not represent any larger population segment.

Practical Approaches to Leadership Within the Transportation Sector

Several existing program areas may be relevant to human trafficking activities. Their governance mechanisms can be engaged and leveraged through internal collaborations. Governance mechanisms can include internal

champions, express policies, a stakeholder communication plan, dedicated staff resources, a budget (even a nominal one), and other tools to aid integration.

Leadership Within the Transportation Sector - Sustainability and ESG

Sustainability programs focus on how organizations can better align their resources to support environmental and social concerns. ESG programs focus on external drivers and how an organization can comply with sound practices relating to social or environmental values. Both frameworks cover forced labor, which is the subject of a separate report chapter. Such frameworks can also enable collective action.

Transportation organizations buy goods from global supply chains, which may or may not benefit from forced labor. Procurement of services is subject to review as well. For example, some landscaping services may use subcontractors with questionable labor practices concerning a transportation organization's contract or at another site.

Federal, state, or local rules or executive orders address forced labor in supply chains. It can be managed as a business risk, where lack of compliance may bring liability. A company may also use an ESG program for governance. A governance tool that corporate ESG programs can leverage relates to the trafficking of minors, The CODE, and is described in the reporting chapter of this report, *Reporting: Disrupting Labor and Sex Trafficking with Stronger Reporting Practices*.

Based on Sustainability and ESG frameworks, some transportation companies have also made anti-slavery commitments.³²⁰ The following are examples of rules addressing supply chain issues:

- **The Modern Slavery Act** is a UK law influencing international corporations' actions related to labor trafficking in the supply chain.³²¹ Companies will make a statement on their website and other outreach tools to communicate their commitment. Such explicit messaging helps anti-slavery become a part of the internal corporate culture.
- **The End Human Trafficking in Government Contracts Act of 2022** increased the responsibilities of federal contractors regarding human trafficking and created reporting mechanisms within the U.S. government and a process for penalizing bad actors.³²²

These examples illustrate how policymakers find or expand ways to address society's concerns, which can increase the role of ESG in good governance of the human trafficking issue.

Leadership Within the Transportation Sector - Resilience

Transportation resilience is a quality that leads to recovery, reliability, and sustainability in the face of disruption, with the latter encompassing economic, environmental, and social sustainability.³²³ Resilience in the face of disruptions is important for the transportation sector and those who rely on it. Transportation infrastructure is critical to the resilience of many other sectors, and when there is a disruptive event, it is one of several lifelines for communities. For example, response and recovery from a natural disaster calls for clear roadways so that aid can arrive. Additionally, assets critical for energy and communications systems may be sited on a highway right of way. Further, transportation sector assets can be socially important, especially to the vulnerable.³²⁴ Examples are transportation infrastructure that was the site of historic civil rights activity; in the case of disaster planning, certain back roads may not be nationally or regionally important, yet they are critical to the day-to-day life of a local community. The transportation system relies on other sectors, such as fuel from the energy sector. Social institutions rely on the transportation sector. Interdependencies among sectors influence overall societal resilience.

Observing, identifying, and reporting suspected trafficking is a primary role defined for transportation, from statutes mandating the posting of the National Human Trafficking Hotline at transportation sites to Truckers Against Trafficking initiatives that encourage the frontline to call the national human trafficking hotline. Because the transportation sector does not have law enforcement or social services as primary mission areas, it relies on

other organizations to follow through on workplace reports of suspected trafficking. Suspected trafficking may involve observed behavior outside of the sector’s purview or behavior in allied sectors such as construction³²⁵ or directly in the supply chain of a transportation organization. If staff from these partner organizations are unavailable locally for immediate consultation, the national human trafficking hotline is a 24-hour, 7-day-a-week, 365-day-a-year resource. Reaching this hotline is a common call to action in transportation sector training and awareness materials, as well as in policies and protocols. The materials published by the USDOT’s TLAHT program, with nearly 575 signors in the sector, including all 50 state DOTs, direct people to it, for example. As such, the national human trafficking hotline is a central asset to the transportation sector’s statutory and programmatic response to this crime, despite its management by the health services sector.

Suppose transportation organizations continue to rely on the national human trafficking hotline so substantially. In that case, the sector may treat it as the relevant critical infrastructure it depends on. Recognizing the national human trafficking hotline as a resource that is a permanent and vital fixture of the sector’s counter-trafficking programming can facilitate dialogue supporting coordination, cooperation, and collaboration. Resiliency concepts could be leveraged in the governance of anti-human trafficking programs, especially in identifying dependencies and critical infrastructure supporting the sustainability of social systems.

Leadership Within the Transportation Sector - Core Mission Investments

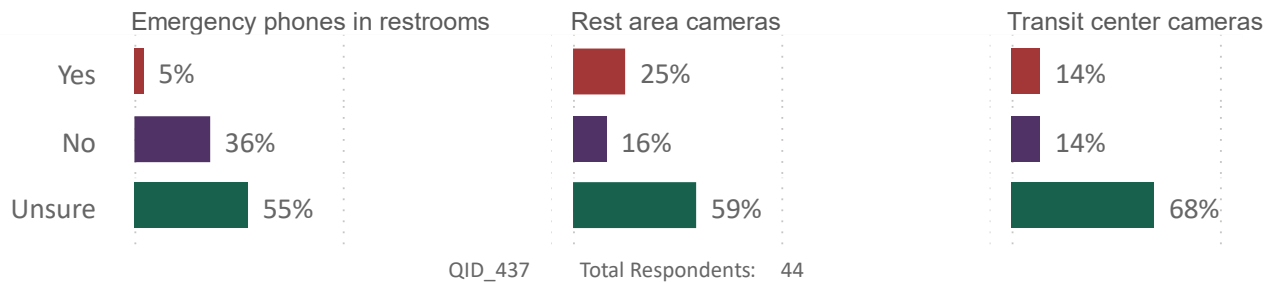
Transportation organizations can study, plan, and develop improvements and enhancements that support anti-trafficking. A traditional example is adding security lighting or surveillance cameras. As another example, the District of Columbia has added signage prohibiting vehicles from stopping at corners frequented by sex workers, which may include trafficked persons.

Figure 199 (pg. 258) presents data collected from 44 state DOT respondents who were asked whether their organization had assessed options for designing infrastructure to mitigate the abusive activity. By a large margin (55%-68%), most were unsure. A small sample of respondents felt surer about reviewing federal laws related to infrastructure; as shown in Figure 200 (pg. 258), 29 respondents gauged the importance of studying infrastructure laws to leverage them for anti-trafficking objectives, with a majority of 59% stating it is essential to do so.

Society can produce positive outcomes by leveraging infrastructure laws for crime prevention through environmental design and similar planning concepts. Opportunities may develop from a “no regrets” policy approach, acknowledging co-benefits from an investment. The Bureau of Transportation Statistics in 2017 identified more than 8,000 parking locations for truck drivers, including informal lay-bys, nationally, which are used by truckers in the U.S., given a lack of parking for resting.³²⁶ In 2021, new funding was authorized to address the lack of parking for truckers. In 2022, new research identified various successful approaches to the problem.³²⁷ In autumn 2022, funds were released to the states of Tennessee and Florida to build more rest facilities for truckers.³²⁸ In 2023, new legislation, the Truck Parking Safety Act, was introduced to establish a competitive grant program to fund truck parking projects across the U.S. Such developments in the governance and support of truck parking and driver safety are relevant to anti-human trafficking initiatives. Traffickers seek out truck laybys and other rest areas because there, in one location, are many potential customers for brief encounters with their sex trafficking victims. There is an opportunity to sharpen thinking among the planners and others in transportation organizations who can leverage investments and upgrades to mitigate crime in these areas. Adding security upgrades or emergency phones can announce a public safety and security presence and provide benefits in multiple ways. This example relating to planning and infrastructure suggests how efforts to counter human trafficking have chances to intersect and integrate with the transportation sector’s mission.

Figure 199

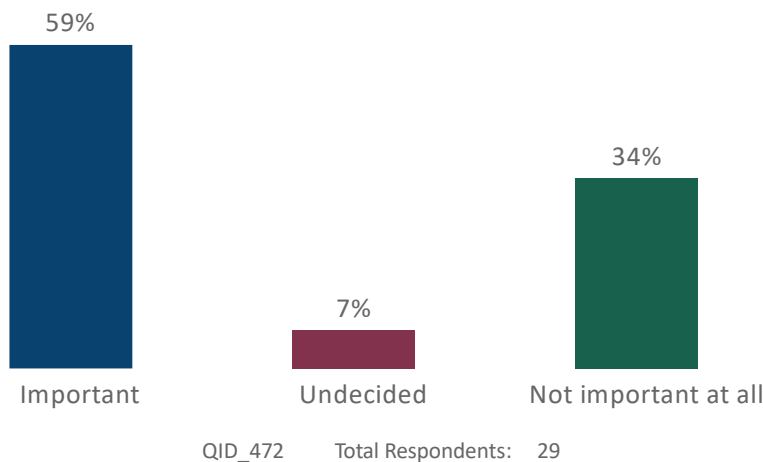
Has your company/agency/organization assessed options for designing infrastructure (e.g., facilities) with special or added resources that can help mitigate abusive activity?



Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Figure 200

How important is it to review Federal laws relating to infrastructure and assess ways to utilize them (and the activities they authorize) to improve anti-human trafficking programs and initiatives?



Note: Statistics include responses from participating roadway workers and may not represent any larger population segment.

Practical Approaches to Supporting Partners

Public Safety and Security

Public Safety and Security are managed at some level in most transportation organizations, sometimes in-house and sometimes outsourced. These two business areas have related but distinct missions. They both protect the public, but one focuses on crime and public order, while the other addresses physical and cyber threats to people and infrastructure.

Public safety is the responsibility of law enforcement. Some transportation entities have law enforcement; others refer problems to the police or use other approaches. Another part of the protective workforce is security guards, but they do not have the investigatory power of law enforcement, even if hired by a public transport organization. Private transportation agencies may use their own or leased security, given the risk to the traveling public, goods, belongings in storage or transit, and company assets.

In contrast to law enforcement addressing crime and public safety, security personnel at transportation organizations are responsible for risk management and preparedness to protect assets and people from natural disasters and artificial threats. Security decisions can involve infrastructure planning, scoping, and design, plus the expertise to surveil, process, and analyze what is observed. Transportation agency security, such as bus and transit, focuses on assets and threats to operations. Security may be a coordinated or collaborative effort depending on the size and the number of modes at a location. State DOTs, with assets heavily traversed by private vehicles, may share security responsibilities with other state agencies, including highway patrol, state homeland security, and emergency management offices.

Given their lines of work, law enforcement and security professionals may cross paths with trafficking, but it may or may not be a priority within their organizations. Concerning public safety, law enforcement often does not have the training or incentives to address potential instances of human trafficking in a victim-centered, trauma-informed manner. Additionally, law enforcement works on cases driven by individual criminal conduct rather than by a program driver. Inserting an abstract program theme into casework can lead to mixed results. Also, there is an ecosystem of law enforcement collaborators “downstream” affected by changes to routine processes, as seen when introducing a human trafficking-specific case management tool in a law enforcement setting.³²⁹ Concerning security, its professionals do not have investigation or interdiction in their remit, but they can observe criminal behavior or vulnerable populations.

Governance can leverage these disciplines to support external public safety or security partnerships. Still, more research and analysis, including insights from various practitioners, are needed to detail how to integrate practices into a transportation organization’s response to human trafficking.

Collaborations with Partners Relating to Data

As discussed above with respect to Data Strategy and in this report’s chapter, “*Reporting: Disrupting Labor and Sex Trafficking with Stronger Reporting Practices*,” organizations can support partners through activities such as observing and reporting suspected instances of human trafficking (or potential instances of other criminal behavior). Good data governance internally can ensure strong, sustainable support to partners.

Collaborations with Partners Relating to Services

Transportation agencies supply services to the public, and some can be targeted at specific populations. Governance of such support often leverages partnerships with non-profit organizations rather than direct interactions with the public. The victim service provider chapter of this report, “*Anti-Trafficking Advocacy: Serving on the Frontlines*,” discussed the NOST data confirming the many transportation-related resource needs of human trafficking survivors. There has been other support in the form of leveraging certain transportation agency services for vulnerable populations, which can be the subject of further research.

Synthesis of Approaches and the Transportation Sector’s Governance of Anti-Trafficking Activities

The forms of governance described in this chapter are intended to illustrate how human trafficking can be integrated into a transportation organization for the best effect.

Figure 201 (pg. 260) revisits Figure 178 (pg. 231), adding the thematic groups and a reference to maturity. It is a notional schematic and should not limit thinking on what transportation might accomplish in support of combating human trafficking. A single activity can be as important as a mature program. This chapter’s governance discussion can provide concepts and cues for communicating and sustaining an activity to help counter human trafficking.

Figure 201

Model of potential anti-trafficking activities by a transportation organization over time In each of the four functional areas presented below, there can be program maturity over time across five stages identified by Albright et al: 1) Creating a Foundation & Getting Started, 2) Developing Structure & Organization, 3) Institutionalizing, 4) Building & Expanding Capacity, 5) Evaluating & Evolving			
Program Management	Data Strategy	Leadership within Transportation Sector	Supporting Partners
<ul style="list-style-type: none"> Project Management, e.g., project plan, risk management, reporting Outlining a Concept of Operations, including scope and process for data governance Coordinating internal stakeholders Coordinating external stakeholders Driving outputs (awareness materials, training, etc.) Driving outcomes (e.g., integration into existing programs) Conducting evaluations leveraging data, maturity models, other tools 	<ul style="list-style-type: none"> Implement Concept of Operations Conduct business transformation process (establish desired outcomes, executive sponsor, core team, charter, list of stakeholders and drivers, business analysis, schedule for periodic reviews) Manage transition planning: communications, change management, risk, funding Maintain data strategy over time Update by functional area 	<ul style="list-style-type: none"> Post information in required areas (Compliance) Voice support (Championing and Committing) Support internal awareness training; Call on peers (Convening) Track supply chain (Commercial Sourcing) Add security (Core Mission Investments) Other activities 	<ul style="list-style-type: none"> Share data/footage (Comity) Help with anti-trafficking initiatives for major events, e.g., Superbowl (Coordination) Provide awareness training for the public; Identify safe havens for possible victims (Collaboration) Donate fare cards to service providers (Commercial-like Service) Other activities
Activities in the four functional areas may mature at varied paces and can operate simultaneously at different stages of maturity			
<small>Source: Baglin, Chris (2022) with reference to the stages of maturity identified in Albright, et al (2020) Development & Operations Roadmap for Multidisciplinary Anti-Human Trafficking Task Forces. https://www.theiacp.org/sites/default/files/HumanTrafficking/Roadmap%20for%20Multidisciplinary%20Collaborative%20Model%20Anti-Human%20Trafficking%20Task%20Forces.pdf</small>			

Concluding Thoughts

Transportation organizations are conducting important counter-trafficking activities. Forming governance mechanisms can support these activities and help sustain or extend them into new areas. Data governance is an important focus area, given that partners look to the transportation workforce as potential observers and reporters of the signs of human trafficking. Articulating a concept of operations can bridge data and personnel management.

The size, scope, and forms of governance that can support anti-trafficking activities depend on an organization’s mission. Each entity in the transportation sector draws from its mission and organizational resources when considering ways to contribute to or lead anti-trafficking efforts.

Establishing a more formal governance structure, such as a team with recurring meetings and a coordinator to provide oversight, can prove beneficial. Practices emerging from human trafficking task forces, transportation organizations, and others, alongside NOST data, provide valuable resources for establishing levels of governance.

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Training: Educating the Transportation Industry about Human Trafficking

By Yvonne Chen, Lori L. Cohen, and Samantha Martinez

Transportation could only function with the dedication of frontline workers. No matter the geographical region, they are the lifeline to ensuring millions of passengers reach their destinations daily through all modes of transportation. Over the last several years, operators have been required to adapt to unfamiliar industry changes, especially considering the direct impact of COVID and its effect on themselves and their passengers; such adaptation reflects worker attention to safety.

In any industry, the staff is responsible for their daily duties, and asking them to be mindful of potential signs of abuse and trafficking can be daunting. For some frontline workers, it can be seen as one more task to which they are asked to be dutiful when they report for work. Frontline workers may include individuals who make transportation moves: truck drivers, bus operators, train engineers, subway clerks, airline and airport workers, law enforcement, etc. Human trafficking intersects with transportation in many ways, so it is essential to train frontline workers and administrative staff continuously. While considering the training and tasks that staff have already received, it is necessary to incorporate anti-trafficking education to connect with existing protocols and procedures.

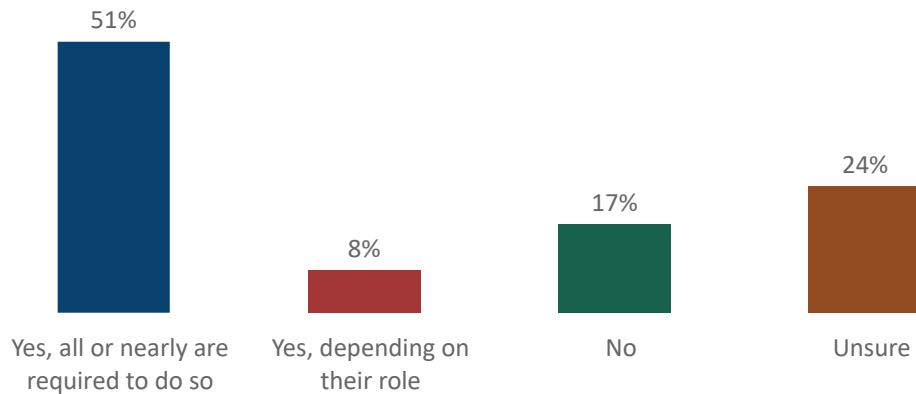
Frontline workers need this training, so they have the tools to help improve counter-trafficking work at transportation agencies. This knowledge equips and empowers employees, contractors, and subcontractors with preparedness if they encounter potential human trafficking situations. Learning about all forms of human trafficking allows workers to consider how men, women, boys, girls, and gender non-conforming communities may be exploited through transportation access.

Data, Findings, and Analysis

The National Outreach Survey for Transportation (NOST) data has provided important insight into the current training landscape across transportation modes. The survey asked respondents if their employer required employees to complete human trafficking training provided by the agency: out of 626 aviation respondents, 51% responded yes, that all or nearly all employees were required to do so, 8% said yes, depending on their role, 17% said no, while the other 24% were unsure (Figure 202, pg. 263). While data may suggest half are trained, if all frontline workers are not trained in human trafficking, there will be fewer opportunities to identify potential victims. Each frontline workspace presents different exposures that influence ways to recognize signs of trafficking, so all employees, contractors, and sub-contractors must receive proper training. Similarly, commercial driver's license holders were asked if they had taken human trafficking training; out of 114 responses, 78% responded that they had, while 22% responded that they had not (Figure 203, pg. 263).

Figure 202

Are workers required to complete a human trafficking training provided by your company/agency/organization?

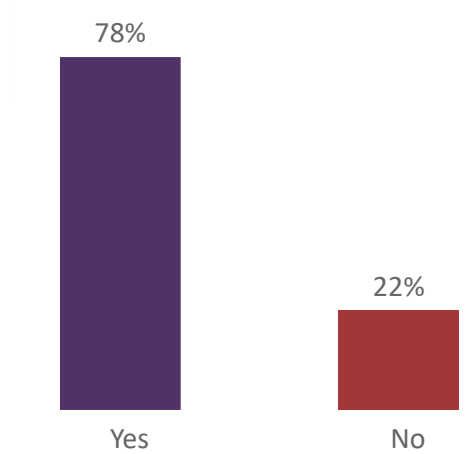


QID_145 Total Respondents: 626

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 203

Have you taken human trafficking training for Commercial Driver's License (CDL) holders?



QID_147 Total Respondents: 114

Note: These statistics include responses from participating roadway workers and may not represent any larger population segment.

Among 559 aviation workers, they were asked who conducted the human trafficking training(s) for their companies, agencies, or organizations; 33% responded they had an in-house trainer, 31% responded they had both in-house and external trainers, 25% responded other, 18% responded they had an external trainer (Figure 204, pg. 264). A future NOST study will ask a follow-up question about the criteria for trainers as a minimum training requirement for selection.

When asked about the specific types of training courses, 56% of respondents shared that they were taught about human trafficking by taking a course that covered multiple topics, including human trafficking. Fifty-three percent of 1,467 took a course that only covered human trafficking, while 19% took a course that tested whether they had learned about human trafficking (Figure 205). There is extensive training around the topic, but for trainees to learn deeply, these courses should be standalone and consider each staff member's unique role. The NOST survey results demonstrated that most respondents were unaware of their employers' involvement or strategies when investigating human trafficking. These highlights are a cause for concern as transparency and information from employers to employees motivate employees to understand the importance of training and awareness.

Figure 204

Who conducted the human trafficking training (s) for your company, agency, organization? Select all that apply.



QID_153 Total Respondents: 559

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 205

Please describe the way you were taught about human trafficking. Select all that apply.



QID_163 Total Respondents: 1467

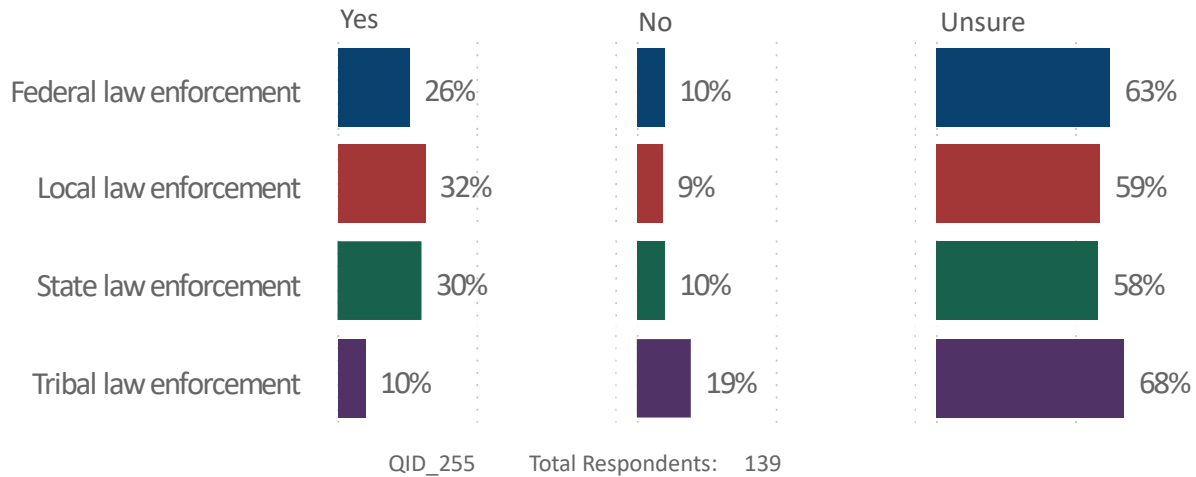
Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

One hundred thirty-nine multi-mode respondents shared their knowledge about whether their employers' strategy for sharing data and information with other governments would help investigate human trafficking, and 26% answered yes to sharing data with federal law enforcement, yet 63% were unsure. Thirty percent answered yes to sharing with local law enforcement employees, while 59% were unsure. In state law enforcement, 30%

said yes, and 58% said they were unsure. Ten percent (10%) of those in tribal law enforcement responded yes, but 68% said they were unsure (Figure 206). The uncertainty can also prevent staff and employees, including bystanders, from reporting as they are uncertain of the process and lack confidence in what reporting can and will be for potential victims.

Figure 206

Does your employer have a strategy for sharing data and information with other governments that is helpful to investigating human trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Who Needs Training?

Individuals, first responders, law enforcement, service providers, educators, businesses, and others can recognize the signs of human trafficking and learn how to respond effectively with the help of education and awareness training. Unfortunately, the exploitation of people impacts vulnerable populations in communities across the globe. To highlight why training is essential, it is important to note the distinct types of human trafficking or labor exploitation in the United States (U.S.). From August 22–September 18, 2017, Polaris sought out human trafficking survivors to complete a survey focused on their experiences with different industries and systems. The 127 survey respondents (86% female, 12% male, and 2% gender minorities) were of diverse races and ethnicities. They also revealed their immigration status: 77% were U.S. citizens or legal permanent residents, and 23% were foreign nationals.³³⁰ Seventy-seven percent (77%) were victims of sex trafficking, 18% were other types of trafficking, 12% were trafficking victims of domestic work, and 8% were victims of agriculture and animal husbandry trafficking. In contrast, the remaining victims were victims of restaurants and food service, commercial cleaning, factories and manufacturing, carnivals, hospitality, landscaping, traveling sales crews, recreational facilities, and other non-specified forms of trafficking.³³¹ While the number of Polaris survey respondents can only be a small sample compared to the vast number of victims nationwide, its 2018 report highlights critical intersections of where training can be utilized. If all aspects of the different systems and communities where victims had interaction were trained, recognition and intervention could have occurred sooner rather than later.

The Need for Training in Various Industries

Over the years, different industries have realized increasingly the importance of mandatory training, especially for those on the frontline who encounter potential victims of exploitation and trafficking. PACT (formerly ECPAT-USA) has conducted training and education for the community and industries for over 30 years. Throughout the presentations, numerous attendees shared stories about how they have seen or encountered instances where

there was a victim. For some, it has haunted them, not knowing how to respond and wondering what happened to that person. Many expressed that they were unaware that those situations could have been human trafficking but did admit that they noted something peculiar about the situation. Others said they were not equipped or trained by their industries and programs to respond confidently. One common sentiment from those who received PACT training was the appreciation of education about identification tools, how to respond to suspected incidents, and resources that provided additional training. Due to the diversity of industries and specific environments, training programs must be tailored to each industry using a trauma –and survivor–informed approach and lens.

The Hospitality Industry

Many states have understood the active role training offers in combating human trafficking and have adopted training requirements for hotels and other hospitality industries, which may serve as an example that the transportation industry can follow. Recognizing the importance of working with the hospitality industry, PACT partnered with the American Hotel and Lodging Association and other industry stakeholders. The objective was to equip the industry with education and tools to understand the intricacies of human trafficking and be able to identify and respond to suspected incidents. PACT assists the sector through its Unpacking Human Trafficking reports, hosting Hotel E-Learnings on its Learning Management System, and sublicenses for company training. PACT’s Hotel E-Learning titled “Preventing and Responding to Human Trafficking and the Commercial Sexual Exploitation of Children” is now offered as a free resource as of 2020. Over a million hotel staff accessed it from 2020 until June 2022. Training has been crucial in this industry and can be further illustrated in a [video](#) from Marriott International citing a situation where a group of young women asked for help on their property in Los Angeles.

Law Enforcement and Security

Law enforcement agencies and security personnel in all industries must receive training on these issues. As human trafficking laws are passed on state and federal levels, law enforcement agencies and security personnel are critical in assisting sex and labor trafficking victims and identifying perpetrators. Without training and proper education around trauma-informed practices to engage with survivors of trafficking, security personnel cannot correctly identify victims, enforce laws around human trafficking, engage victims in a trauma-informed manner, and interview them for future investigations. Law enforcement and security personnel should be offered human trafficking training when they first onboard to a new position and receive additional training throughout their careers. Furthermore, they need to be provided with local resources and knowledge of local trafficking laws to know how to proceed if they identify signs of trafficking or receive a tip.³³² As an example of specialized training, 95% of 214 participating Transportation Security Administration agents in the NOST responded that they were provided training on identifying human trafficking incidents, and 87% of 203 concluded that the training could help them recognize signs of human trafficking (Figure 207 and 208, pg. 268).

The NOST results show that 68% of 66 law enforcement respondents had not taken training specifically in trauma-informed victim-centered interview techniques, while 32% answered they had (Figure 209, pg. 269). Training must not ignore the complex nature of human trafficking, acknowledging both sex and labor trafficking and the experiences of the victims. More nuanced and trauma-informed training, including cultural capacity building, will increase the likelihood that law enforcement officers will more effectively combat trafficking, victims' needs, and survivors' rights.

Amtrak PD respondents in the NOST Railway data indicated that station police currently partner with service providers in the community who assist victims of human trafficking. Seventy-six percent (76%) of 169 respondents replied that Amtrak PD partners in shared training on human trafficking, while 62% believe Amtrak PD performs routine sharing of relevant data sets. Fifty-seven (57%) respondents felt Amtrak PD could hold recurring meetings on human trafficking with law enforcement, other transportation facilities, and service providers. Fifty-four percent (54%) of respondents said another way to partner could be common messaging, 38% said co-hosting awareness-raising events, and 36% said career development opportunities would be

beneficial (Figure 210, pg. 269). Collaboration is key to long-term learning and awareness, enabling the identification of victims. Unfortunately, traffickers evolve in how they entrap their victims, so continuing education is pertinent for identifying potential victims.

Understanding Why Additional Training is Needed in Transportation Industries

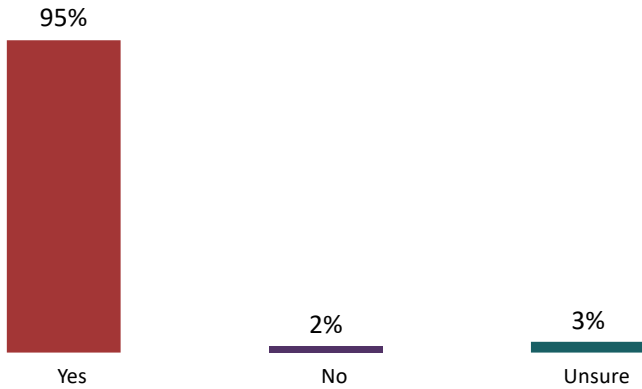
Traffickers often rely upon transportation and hospitality for moving, controlling, and delivering victims for commercial sex or forced labor. Therefore, those working in these sectors serve as the victims' first line of defense. The transportation sector must recognize the countless ways traffickers rely on the industry to facilitate their abuses as they recruit and relocate a constant flow of vulnerable victims through multiple transportation systems involved.³³³ The anonymity of public transportation, specifically in major metropolitan cities, lends itself to perfect recruitment sites. Privately owned bus lines that might offer more affordable transit fare costs compared to mainstream bus companies are often used by immigrant communities, which traffickers often target. A specific example of how traffickers can use buses as sites for recruitment and transport relates to Asian immigrant women exploited and trafficked within illicit massage businesses. These private drivers can sometimes be connected to the trafficker, allowing the trafficker to maintain more control and isolation over their victims.³³⁴ If these private drivers are held accountable, implemented screenings and trafficking prevention training or regular monitoring from appropriate authorities could be mandated. When considering different ways transportation intersects with trafficking, we must be thoughtful about the other communities that are usually not considered. These communities can be protected by streamlining trafficking awareness and prevention training and requiring all transit operators to be trained on the hire date.



Runaway or homeless youth, a population vulnerable to trafficking, often use transit stations for shelter. Additionally, a 2014 Urban Institute report indicated that 71% of their surveyed sample of labor trafficking victims arrived in this country via airplanes before they were trafficked.³³⁵ The transportation sector must recognize the importance of partnering with anti-trafficking organizations and Survivor Leaders to develop data-driven, survivor-centered, and tailored training modules for staff across all levels of the business.³³⁶ While industries develop or update their training, immediate awareness tools can be provided to frontline workers, including the National Human Trafficking Hotline number for employees and customers. When building comprehensive education, training, and awareness programs, initiatives should include all types of human trafficking, survivor-informed, culturally and linguistically appropriate, strategically planned, be role-specific, and regularly updated. Training should emphasize the safety and security of the victim, transportation personnel, and community members.³³⁷ Transportation personnel might want to help by intervening in a suspicious activity, but they need to know how to exercise caution; otherwise, it could jeopardize the victim(s) and worsen the situation. With proper training and education, they will be equipped to respond appropriately to instances of suspected trafficking.

Figure 207

Has TSA ever provided you with training on identifying human trafficking incidents?

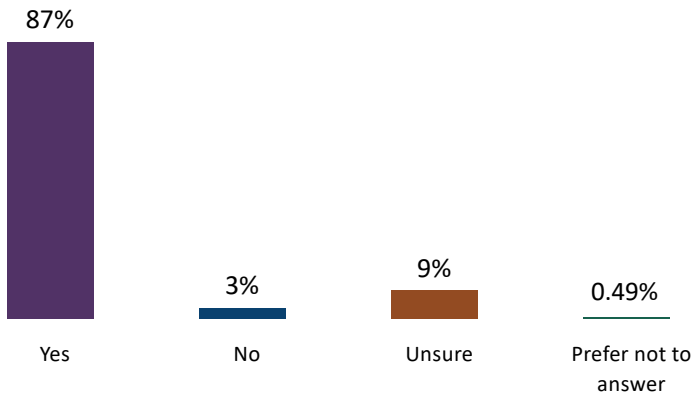


QID_559 Total Respondents: 214

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 208

Do you feel the training helps you recognize the signs of human trafficking?

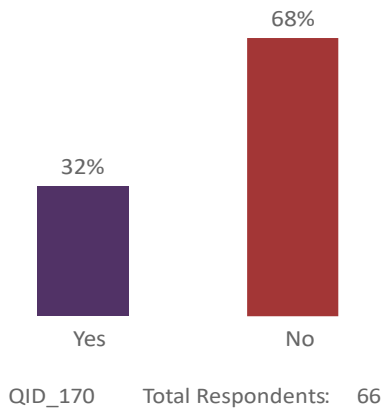


QID_560 Total Respondents: 203

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 209

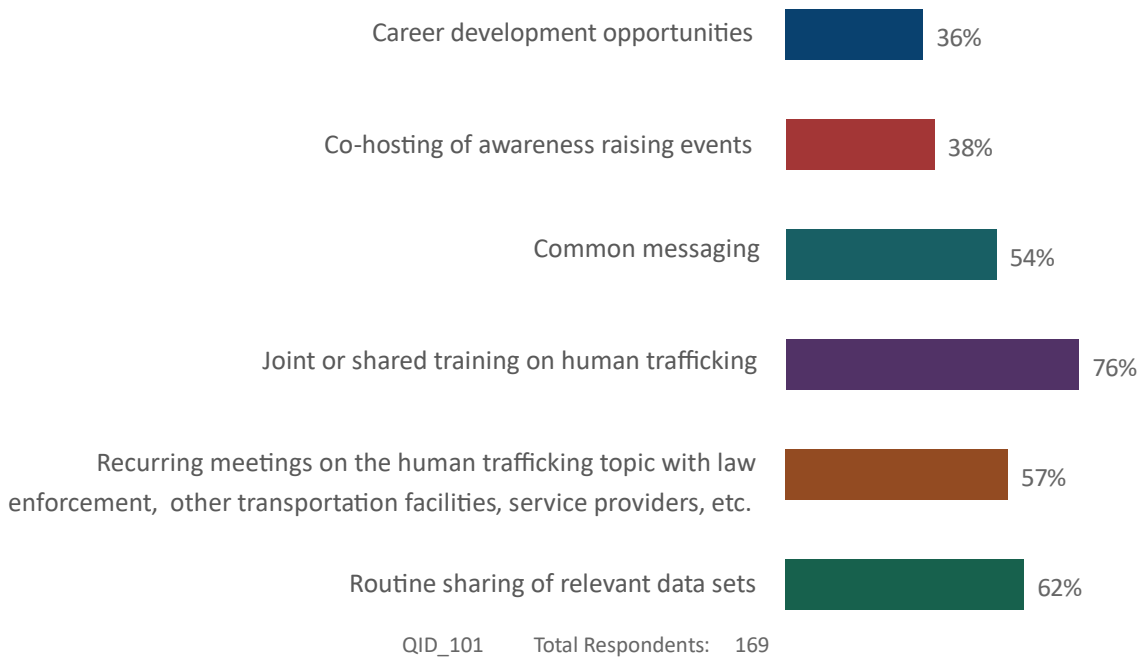
Have you taken training specifically in trauma-informed, victim-centered interview techniques?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 210

Please indicate the ways that Amtrak station police will partner with others in the community who assist victims of human trafficking. Select all that apply.



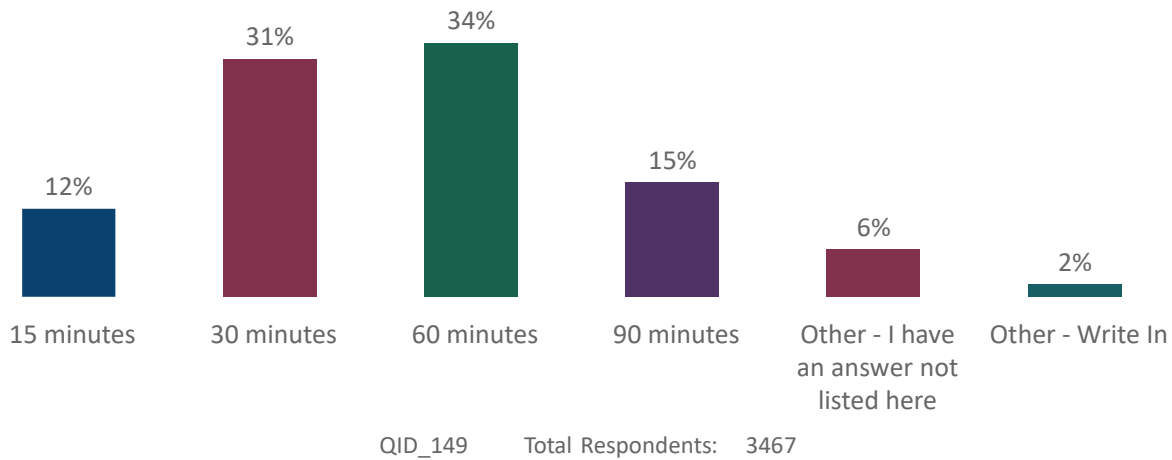
Note: Statistics include responses from participating law enforcement working in the railroad industry and may not represent any larger population segment. This data may also be included in NOST law enforcement data.

Training Length and Delivery Methods

The NOST also evaluated the preferences of frontline workers on how they wish to receive human trafficking training. When considering the desired length of training each year, 3,467 respondents varied in their responses: 34% replied an hour, 31% felt a half hour is sufficient, 15% responded an hour and a half, and 12% of respondents said 15 minutes (Figure 211). (Individual chapters in this report may include mode-specific data for this QID.)

Figure 211

Considering the frequency of human trafficking training in one year, how long should human trafficking training(s) be for the frontline?



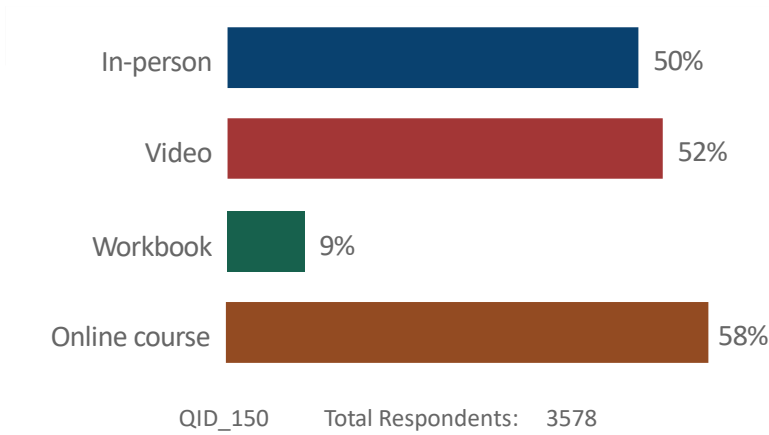
Note: Statistics include responses from respondents in all groups and may not represent any larger population segment.

When asked about their preferred method(s) for receiving training, out of 3,578 responses, 58% wanted an online course, 52% said videos, 50% answered in-person training, and 9% preferred workbooks (Figure 212, pg. 271). It is essential to reflect on how each group responded to this question. (Individual chapters in this report may include mode-specific data for this QID.)

Regarding tailored training for specific industries, when asked if schools that provide commercial vehicle training should include a course on human trafficking, 91% of 215 respondents in multi-modes soundly agreed. The rest were undecided or disagreed (Figure 213, pg. 271). This is an encouraging response as it shows that people recognize that training is crucial in the commercial vehicle and trucking industry. Among 3,139 respondents, they answered whether they wanted to receive human trafficking training in different topic areas (Figure 214, pg. 272). We present this data as a whole and how each respondent group answered.

Figure 212

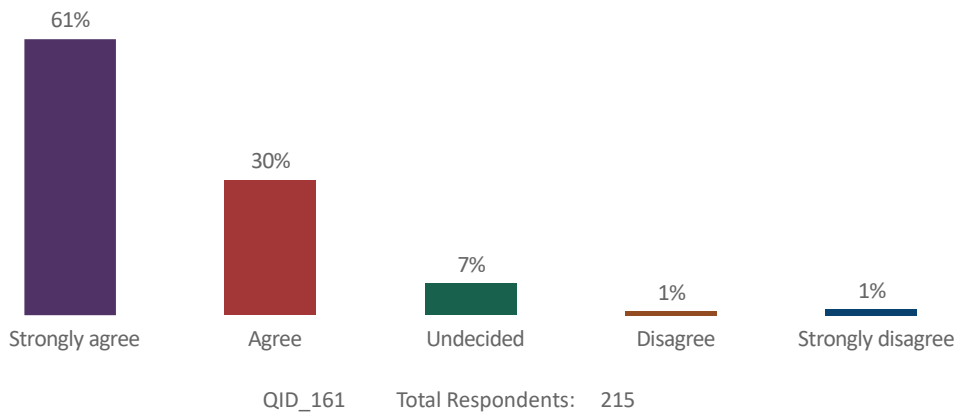
What is your preferred method(s) for receiving training? Select all that apply.



Note: Statistics include responses from respondents in all groups and may not represent any larger population segment.

Figure 213










Should schools that provide commercial vehicle training include a course on human trafficking?



Note: Statistics include responses primarily from participating roadway workers and may not represent any larger population segment.

Figure 214

Would you like to receive human trafficking training in the following areas? Select all that apply.

	 Aviation	 Roadway	 Railway	 Maritime	 Transit	 Law Enforcement	 Service Provider	 Academia	 Other Support Industry
How to identify human trafficking victims	84%	85%	88%	94%	83%	88%	53%	89%	97%
Human trafficking indicators	80%	81%	90%	76%	75%	90%	47%	74%	94%
Human trafficking laws	55%	48%	82%	71%	54%	77%	71%	54%	50%
Indigenous and tribal issues in human trafficking	44%	40%	58%	41%	38%	52%	100%	37%	63%
Learn about labor trafficking	60%	61%	76%	76%	64%	72%	53%	51%	63%
Learn about sex trafficking	60%	61%	77%	71%	63%	73%	47%	54%	63%
Living and working conditions considered abusive	50%	54%	55%	59%	61%	52%	59%	54%	47%
Misconceptions of human trafficking	58%	63%	71%	65%	67%	66%	59%	51%	78%
Protocols on reporting alleged human trafficking	71%	69%	77%	88%	67%	73%	65%	71%	91%
Total Respondents	1650	825	185*	17	248	313	17	35	32

QID_162 by Group Total Respondents: 3137*

*Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment. *The total number of respondents equals 3137; however, 185 Amtrak PD respondents are listed under Railway and in Law Enforcement.*

Training is needed to identify the signs of labor and/or sex trafficking of Indigenous and tribal people.



Among 305 law enforcement personnel who participated in the NOST (both general and transportation-specific), they specified the topics on which they would like to receive training (Figure 215, pg. 274).

- 82% of respondents wanted to learn about human trafficking indicators
- 77% said they wanted to be able to identify sex trafficking victims
- 73% responded that they wanted education on human trafficking laws
- 72% responded that they wanted to master interview techniques
- 69% shared that they wanted to learn how to identify labor trafficking victims
- 68% replied that they wanted to identify trends in human trafficking as well as enhanced human trafficking investigative practices
- 66% of respondents wanted to learn about the types of human trafficking

These data points confirm the importance of training and the desire of frontline workers (here, law enforcement) to receive access to these resources from their employers. Training and reporting were two top areas among survey respondents throughout the NOST dataset. Frontline workers readily acknowledge that they interact with passengers daily and can be the eyes and ears for recognizing patterns of irregularity that might be signs of abuse. Although not all transportation workers who participated in the NOST desired to receive training, most workers embraced the need for initial and continued education. This education might encourage innovation when developing streamlined solutions and opportunities to support potential victims and survivors. For example, survivors are often unable to buy their own cars and do not have the money to buy their bus, train, or plane tickets, so they are left to find alternate transportation options to get to shelter, other social services, and job interviews. With awareness and education, public and private transportation providers could implement a charitable model in which credits, points, or vouchers are donated to organizations that directly serve trafficking survivors.³³⁸

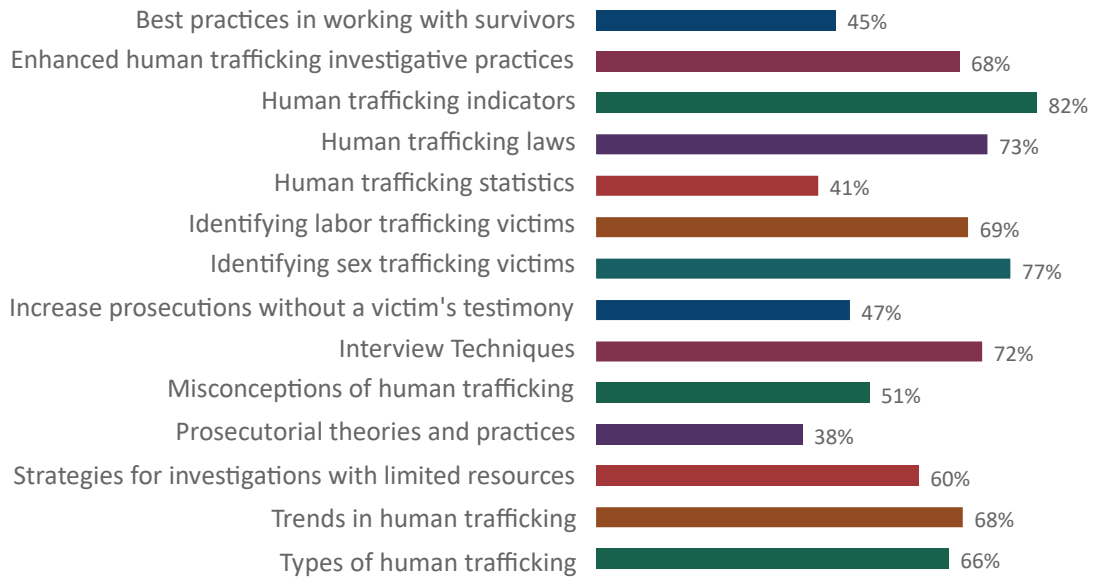
Another example is using strategically messaged outreach materials at transit terminals. Over the past few years, posters and targeted public service announcements have been more common in various transportation hubs. As noted in this report's chapter, "*State DOTs: Leveraging a Leadership Role*," federal legislation enacted in late 2022 requires postings in transportation facilities. Potential victims could be identified through messages focused on prevention and advocacy. Even if the materials do not stop the victim from their travels, it can plant the seed to recognize the suspicious and indicative behavior of exploitation and trafficking. Everyone must know their rights to identify their options in case they find themselves in an exploitative situation. Lastly, the importance of survivor-centered and trauma-informed response protocols must be emphasized.

These high percentages show interest and eagerness for training, but it must also be comprehensive and trauma-informed. Frontline workers want to be trained from the beginning of their employment to understand the varied ways of this injustice and how to respond appropriately. Without the proper tools and resources, including transparent reporting protocols and procedures, there will be less identification of victims than there otherwise could be. Many of the numerous survivors that PACT has worked with felt that bystanders knew something was wrong but could not identify trafficking and respond appropriately.

In the NOST survivor chapter of this report, "*Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking*," out of 155 survivors, 75% indicated that no one in transportation stopped to ask if they needed help. At the same time, they were being exploited, with the remaining 15% stating support was offered once, and the remaining 10% had helped provided more than once (Figure 216, pg. 274). Among 37 survivors who did receive an offer for service from transportation personnel, it is notable that diverse modes of transportation personnel offered to help (Figure 217, pg. 275).

Figure 215

Would you like to receive law enforcement officer training for any of the following topics? Such training may have similar topics to other human trafficking trainings, tailored to the specific needs of law enforcement. Select all that apply.

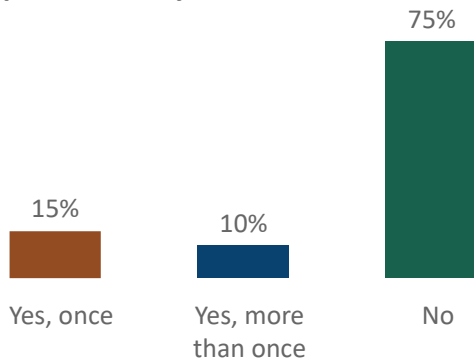


QID_166 Total Respondents: 305

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 216

During the time(s) you were trafficked, did anyone involved in transportation stop and ask if you were ok?

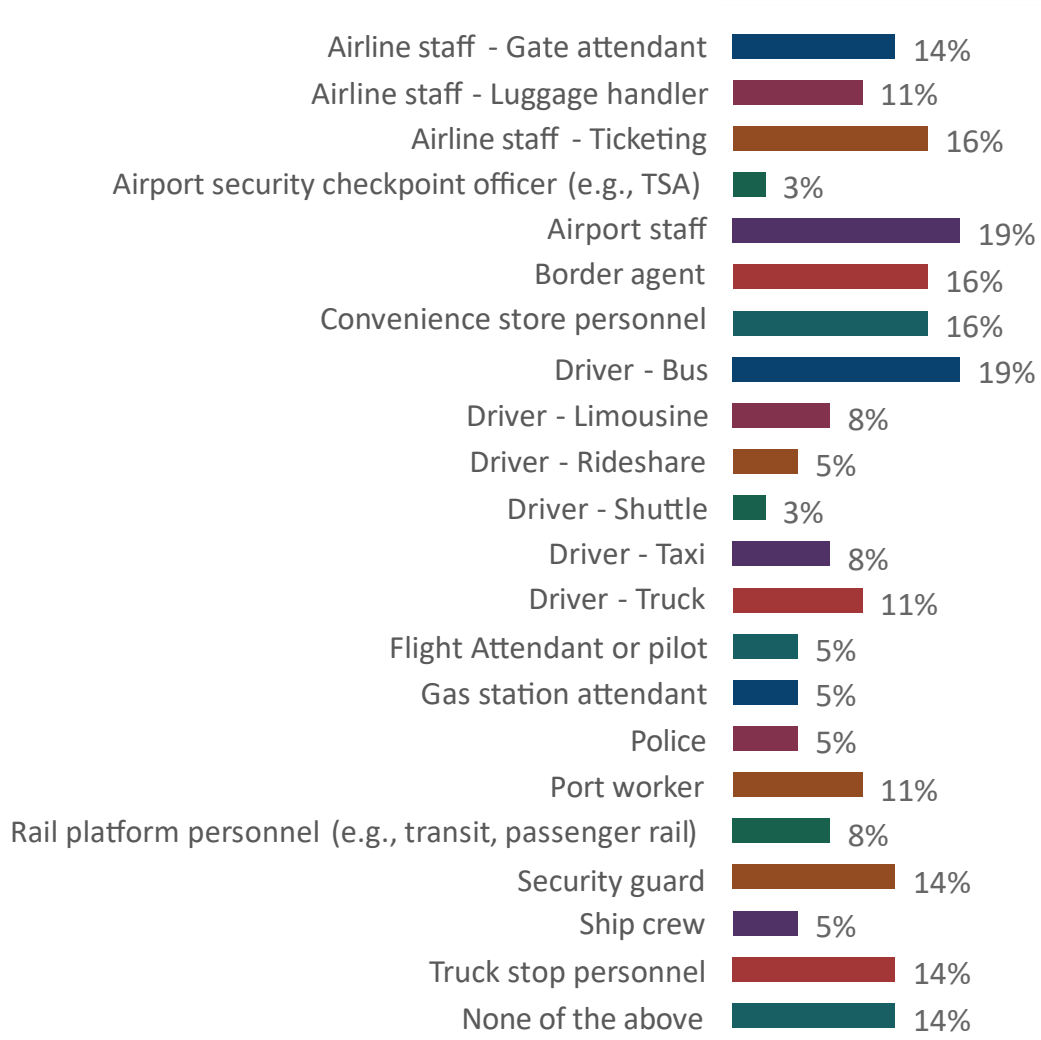


QID_325 Total Respondents: 155

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 217

Which transportation personnel offered to provide you help . Select all that apply.



QID_326 Total Respondents: 37

Note: These statistics include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment.

Training Case Study with Sunset Empire Transportation District

No matter how extensive, minor, or remote their coverage, transportation systems should consider implementing training and providing resources to combat the widespread epidemic of human trafficking. Sunset Empire Transportation District (SETD), located along Oregon's northwest coast, is leading efforts to provide prevention and intervention resources to its employees. Following a meeting with Annie Sovcik, Director of Busing on The Lookout, at a conference in 2018, SETD's executive director, Jeff Hazen, utilized BOTL's materials and developed the provider's trafficking prevention program. As a leader of one of the NOST Oversight Agencies, Executive Director Hazen provided a statement for this report about their counter-trafficking focus.

"I made it my mission to make sure that everyone in the district (the bus drivers, office staff, transit center staff, managers, and even the Board of Commissioners) received the training and saw the BOTL video. When we did the first training as a group, everyone was glued to the screen, listening to the stories and learning what to look out for on the system."

Training on trafficking prevention and intervention was provided to 100% of SETD employees and board members as part of their onboarding process, making SETD the first transit agency in Oregon to do so.

To keep them informed of the warning signs to look out for and the required reporting processes, all SETD staff undergo retraining once a year. In addition, SETD has operated a public relations service provider campaign to raise awareness of these warning indicators. Hazen stated, *"We put up posters on the buses and in the transit, center waiting lobby and on the inside of stall doors in restrooms, so someone in there could see it if they were being trafficked."* Since the program's inception at the end of 2018, results have been evident. Within a few months of the training, two different drivers identified potential cases of trafficking. They reported them to their supervisors, who were trained on where to report and contacted the police and the National Human Trafficking Hotline. In another case, a distressed pregnant woman in a transit center lobby desperately told employees she needed to get home to [another state] and escape her boyfriend. The staff got her to a safe location and assisted with a bus ticket to her family. Mr. Hazen describes how a small, rural community can address human trafficking found in its midst.

"It doesn't have to be an urban area for human trafficking to happen... We're a rural community on the coast, which also happens here. So...this program got us much positive buzz throughout the district and helped us ensure that these people are safe and can get the help they need from this case, we see that transit services are not only potential hubs for traffickers to approach victims but are also one of the first places that victims might go for safety or escape trafficking or an abusive situation ."



Concluding Thoughts

Protocols included in training should provide staff with clear instructions on what to do upon potential identification of human trafficking. They should be designed in collaboration with survivors to ensure the protocols do not cause further harm or trauma.³³⁹ Companies are also encouraged to seek research and data to inform ongoing efforts, emphasizing monitoring and evaluation to assess the effectiveness of specific interventions and policy/procedural changes. The sample resources below represent the strength and innovation produced when transportation sector stakeholders come together, receive human trafficking awareness training, and focus on preventative measures to combat human trafficking.

RESOURCES

Amtrak Police Department

Amtrak Police created a video with indicators and options for responding to human trafficking in the rail sector called [Hiding in Plain Sight](#).

PACT (formerly known as ECPAT-USA)

PACT wrote the [No Vacancy for Child Sex Traffickers Impact](#) report to illustrate efforts to engage the U.S. travel and tourism industry in protecting children from sex trafficking. The impact report discusses why and how PACT works with the hospitality industry; provides a description of the resources and tools that are now available to the hospitality industry throughout the U.S.; a description of the extent and impact of training now open to the hospitality industry in the U.S.; and lastly, recommendations for how to continue and expand the success that has been achieved.³⁴⁰ They provide the key steps the private sector, governments, and the public can take to combat child sex trafficking, specifically about hotels.

Private Sector

- Adopt policies and procedures related to the sexual exploitation of children and have resources available to employees.
- Mandate that all associates working in all hotel properties within their portfolio have training.
- Increase transparency about training and implementation of policies in hotels.
- Encourage reporting so that associates feel comfortable reaching out to management.

- Develop and sustain relationships with trained law enforcement to respond to cases and nonprofit organizations working in the field.
- Use travel suppliers with policies and training on child sexual exploitation (non-travel corporations).

Governments

- Pass laws that require hotels to train their associates on child sexual exploitation, with consultation and resources from groups already working on the issue.
- Pass transparency legislation that explicitly includes child sexual exploitation language.
- Reach out to local hotels in their jurisdiction.
- Allocate funds for nonprofit organizations that are engaging in training.
- Require hotels contracted for events to have policies and training on child sexual exploitation.
- Direct employees to use hotels that have policies and training on child sexual exploitation for official travel.

The Public

- Travel responsibly.
- Encourage unbranded hotels to train using available resources.

The Pennsylvania Department of Transportation

The Pennsylvania Department of Transportation is one of the first transportation agencies in the country to train employees to recognize the signs of a potential trafficking situation and how to report it to the authorities.³⁴¹ PennDOT developed the course “[Combating Human Trafficking](#)” for PennDOT’s Bureau of Driver and Vehicle Services. The training provides awareness about Human Trafficking and the various campaigns run by organizations such as Homeland Security, “The Blue Campaign,” PA ACT 105, and Truckers Against Trafficking (TAT). These organizations and various others are equipping others in the fight against trafficking.

State Departments of Transportation (state DOT)

- State DOTs can support law enforcement by supplying specific knowledge, data, and expertise. Sources of information include:³⁴²
- Surveillance information from rest areas and welcome areas.
- Documentation of observations by the workforce in unpatrolled areas.
- Common trafficker routes or circuits—national, regional, and local.
- Information on suspected trafficker sites at or near transportation agency assets.
- Surveillance information from weigh stations, toll facilities, and similar roadside operations.
- Data on human trafficking activity from partner facilities.
- License plate images.
- Case studies from the transportation sector and state DOTs.
- Toll or station activity.
- Geospatial expertise (such as providing an interpretation of aerial imagery).

Truckers Against Trafficking

[Truckers Against Trafficking \(TAT\)](#) is a nonprofit organization to educate, equip, empower, and mobilizes members of the trucking, bus, and energy industries to combat human trafficking.³⁴³ Their Busing on the Lookout program recognizes that the bus industry has a crucial role in combating human trafficking, mainly as frontline employees might encounter victims of human trafficking during their everyday jobs. TAT provides the school transportation, transit and motorcoach, and casinos and buses industries with ideas on how to identify and respond to potential trafficking cases.

School Transportation

- Implement industry-specific training for all school transportation employees.
- Find out if your school has a policy on reporting suspicions of child trafficking and share it with your drivers.

- Talk to your school administrators about identifying anti-human trafficking education opportunities for students.
- Introduce BOTL to other school districts, your state director of pupil transportation, or your state pupil transportation association.

Transit and Motorcoach

- Implement industry-specific training for all employees.
- Establish an internal reporting policy.
- Connect with the local, state, or provincial anti-human trafficking task force, and
- Launch a victim-centered and public awareness campaign.

Casinos and Buses

- Implement industry-specific training for all employees.
- Post victim-centered information on the human trafficking hotline in your casinos.
- Adopt an anti-human trafficking policy with a demand-reduction focus; and
- Establish an internal reporting policy.

The U.S. Department of Transportation’s (USDOT) Federal Highway Administration and Federal Aviation Administration

USDOT and its agencies continue to expand their counter-trafficking leadership, partnerships, funding, training, awareness, and research efforts, as described in other chapters of this report. For example, the Federal Highway Administration wrote a report on [Combating Human Trafficking](#) in late 2021.³⁴⁴ Also, in addition to continuing to train its 54,000 employees every three years, USDOT’s Blue Lightning Initiative training tailored for the aviation industry and a joint effort with the Department of Homeland Security grew to 49 partners, including airlines, airports, and aviation associations, reaching more than 100,000 aviation employees.³⁴⁵ The BLI trains aviation personnel to identify potential traffickers and human trafficking victims and report their suspicions to federal law enforcement. The training is twenty minutes in length and is comprised of four lessons that include:

1. What is Human Trafficking?
2. Indicators of Human Trafficking Activity
3. Reporting Suspected Human Trafficking
4. Indicator Challenge

Participating BLI partners instruct their employees using the BLI virtual training module and associated printed educational materials. The training may be integrated into partners’ initial or refresher training for Flight Attendants, pilots, customer service representatives, and other aviation industry personnel.³⁴⁶ The BLI training:

- Illustrates common indicators of trafficking that aviation employees may encounter.
- How to immediately report suspected trafficking to law enforcement.
- Provides a real-time reporting mechanism for law enforcement to research and analyze information and coordinate an appropriate and effective response.

USDOT also delivers presentations, convenes stakeholders, displays exhibits, and posts messages on social media to raise awareness about the intersection of human trafficking and transportation.³⁴⁷ The USDOT provides outreach resources to stakeholders, which are as follows:

- Print-ready posters: <https://www.transportation.gov/TLAHT/Posters>
- Multimodal logos: <https://www.transportation.gov/TLAHT/Logos>
- An indicator flier for the transportation industry: https://www.transportation.gov/sites/dot.gov/files/2021-01/TLAHT_Indicator_Flyer_2021.pdf
- The TLAHT pledge to utilize the posters: <https://www.transportation.gov/TLAHT/Pledge>
- Driver’s license standards and programs: <https://www.transportation.gov/TLAHT/Pledge>

The USDOT’s Advisory Committee on Human Trafficking was reestablished on July 29, 2022, as a requirement of the Bipartisan Infrastructure Law. Its predecessor submitted its [report](#) on “Combating Human Trafficking in the Transportation Sector” in July 2019 with counter-trafficking recommendations that all transportation stakeholders can implement.³⁴⁸ Lastly, as noted in this report’s chapter, “*Executive Summary: Transportation Systems, Human Trafficking*,” USDOT strongly urges its partners and stakeholders to sign the [Transportation Leaders Against Human Trafficking \(TLAHT\)](#) pledge.³⁴⁹ USDOT’s TLAHT group encourages transportation leaders, including travel industry stakeholders, to converge to combat human trafficking.

About the Authors

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Samantha Martinez served as the Private Sector Engagement Associate with PACT

*As of 2023, ECPAT-USA is known as Protect All Children from Trafficking or PACT

Some victims exit their trafficking situations through their own efforts and may receive help from someone driving by.



Reporting: Disrupting Labor and Sex Trafficking with Stronger Reporting Practices

By Marisa Auguste, MS

Victims and survivors of human trafficking crimes experience horrifying physical and psychological harm at the hands of those who traffick them. While some populations may be more vulnerable, victims and survivors include all gender identities, races, ages, nationalities, abilities, and sexual orientations. There is a host of emotional and mental ramifications that these crimes can have for domestic and foreign national trafficked persons. Victims are often physically or psychologically controlled by their traffickers and, as a result, can develop deep feelings of denial and distrust of those around them.³⁵⁰

The National Outreach Survey for Transportation (NOST) data highlights how the transportation industry and human trafficking intersect. Various modes of transportation, such as buses and airlines, are often used in the initial recruitment of victims, repeated trafficking operations, and sometimes as a means of escape for victims. This is discussed further in the survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking.”* This chapter reviews survivor reporting as well as the observing, identifying, and reporting of human trafficking by the transportation workforce. Factors that influence decisions to report are reviewed, along with processes for encouraging and normalizing reporting.

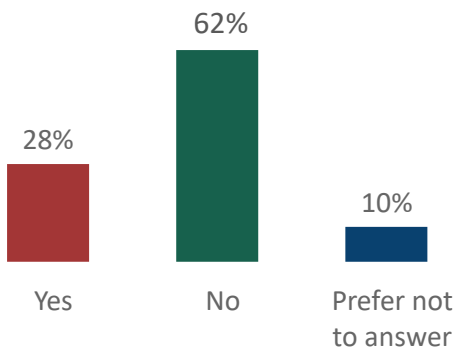
Data, Findings, Analysis

NOST data revealed that, among 148 survivors, 61% did not file a police report about their human trafficking experience (Figure 218, pg. 283). Research funded by the National Institute of Justice reports that over 75% of trafficking survivors favored after-care approaches centered on victim healing and preventing harm to others instead of seeing their traffickers prosecuted.³⁵¹

Victims and survivors of human trafficking may have been living in constant fear at the hands of their traffickers. Finding the courage to reach out for help can be extremely difficult, especially if the person they disclose to lacks empathy, compassion, and understanding for their situation or if there is no follow-through with authorities. It can also result in severe consequences for the victim if their trafficker is made aware of an attempt to seek help. Facing retribution from their trafficker for seeking help can often outweigh the prospect of escaping that situation. Importantly, in their NOST responses, several trafficking survivors revealed that because they failed to file a report about their abuse, they were denied services by either service providers (21%), another entity (11%), or law enforcement (10%) (Figure 219, pg. 283).

Figure 218

Did you file a police report about your human trafficking?

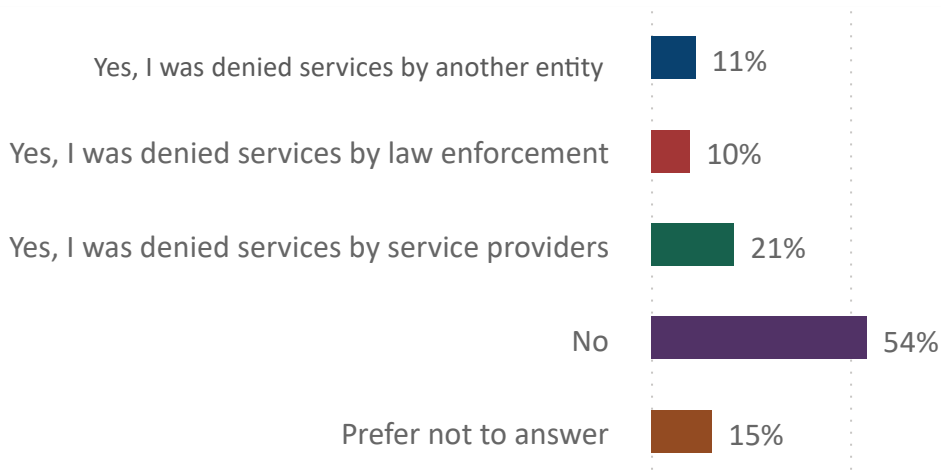


QID_636 Total Respondents: 148

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 219

Have you ever been denied services by anyone because you didn't file a police report? Select all that apply.



QID_575 Total Respondents: 72

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Beyond the fear of being criminalized or having harm brought against them, or seeing their loved ones at the hands of their trafficker, other issues confound reporting. Victims may lack the ability to explain what has happened to them. Victims may be minors with few details about their location or not speak the same language as those around them. Personal possessions such as passports, photos, and other forms of identification may have been confiscated by traffickers to make it more difficult for victims to escape. They also may not be able to travel alone or are restricted from going anywhere other than home and their place of work.³⁵² In addition, some victims have been known to show loyalty to their traffickers because of the care and affection shown to them. This misguided form of support, or trauma bonding, can impact a victim's perception of reality, especially if they

don't self-identify as a victim. This can occur with any trafficker, including when the perpetrator is a parent, spouse, or intimate partner. This can cause conflicting feelings for victims who want to be free from their problems but may not want to sever the bond with the individual trafficking them. Some individuals trafficked by gangs do not view themselves as victims but can be made to feel like they are contributing members of the enterprise.

The psychology of human trafficking can be incredibly complex. Each victim or survivor's experiences are unique, and there are several reasons why a victim may or may not choose to disclose their experience. Although reasons for reporting may be easier to understand for those in a position to help victims to come forward, a victim should not be further traumatized or punished for not doing so.

Reporting by Service Providers

Service providers are uniquely positioned to directly address the harm experienced by victims and contextualize those harms within society, including, e.g., the justice and public health systems. NOST respondents identifying as service providers were asked what may impact survivors reporting their human trafficking experiences. When service providers were asked why they thought some survivors of human trafficking do not report their exploitation to law enforcement, the responses between ally and survivor-led service providers were very similar. The most common responses were fear of law enforcement (76%), fear of not being believed (73%), and a distrust in the criminal justice system (73%) (Table 42, pg. 285). Although a small representation, 81% of 16 survivors believed more human trafficking survivors would file a police report if they could speak with someone other than law enforcement, with allied leaders (69%) and survivor-led providers (81%) answering affirmatively (Figure 220, pg. 286).

In lieu of reaching law enforcement directly, victims and their allies can reach the National Human Trafficking Hotline.³⁵³ The hotline, which allows for anonymous reporting of cases and issues related to human trafficking in the United States (U.S.) and its territories, reported receiving more than 51,000 calls, texts, emails, or online tips in 2020 alone. A referral to local law enforcement may be made with a victim's permission.

From NOST data, 61% of 192 survivors indicated that they have contacted a human trafficking hotline, with 26% contacting a state/provincial line, 29% contacting the National Human Trafficking Hotline, and another 6% contacting another hotline (Figure 221, pg. 286). Among those who had contacted a hotline, 57% were seeking help for themselves, 59% were survivors seeking help for someone else, and 24% identified (at the time of the hotline call) as a human trafficking victim seeking help to exit their exploitation, 2% were Survivor-led Service Providers working on a case and needing assistance, and 11% reported an observation made in their community (Table 43, pg. 287). Such data reflect the active use of hotlines by the community providing services to human trafficking victims, including survivors acting individually or as an employee of a service provider.

Social workers, advocates, and other service providers are integral to a survivor's individual trafficking story. Unlike law enforcement and transportation workers, service providers can primarily focus on victims' unique needs, which may be more meaningful to some victims; in contrast, law enforcement focuses on the offender's punishment. For example, members of the LGBTQ community are one population that may require specific care and consideration, as they can face several health and social challenges, including depression and homelessness, that heighten their level of vulnerability to sex and labor trafficking.³⁵⁴ Due to a lack of data and potential biases or stigma placed on the LGBTQ community, trafficking crimes against this population are often less likely to be reported than trafficking crimes against heterosexuals.³⁵⁵ Despite the vulnerability of this population, 15% of service providers surveyed were undecided as to whether exploitation against the LGBTQ community is underreported. Overall, there was agreement that there is underreporting for males (91%), members of the Indigenous community (88%), the LGBTQ population (82%), and labor trafficking (79%) (Figure 222, pg. 287). Such data can inform conversations on service provider outreach and engagement with various populations, which can support reporting and other efforts to identify and address needs in a community.

Table 42

Why do you think some human trafficking survivors do not report their exploitation to law enforcement? Select all that apply.

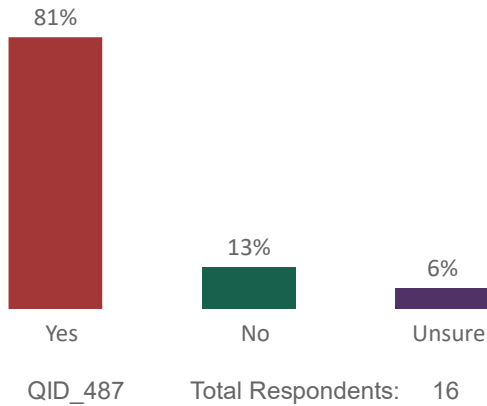
	Service Provider	Survivor/Service Provider
Court officials are being paid off by traffickers	22%	28%
Court officials are sex buyers	17%	33%
Desire to move on with life	61%	72%
Distrust in the criminal justice system	78%	67%
Fear of appearing culpable of criminal conduct different from human trafficking	70%	50%
Fear of appearing culpable of human trafficking	61%	61%
Fear of deportation	65%	44%
Fear of law enforcement	70%	83%
Fear of not being believed	74%	72%
Gender-based shame	43%	44%
Language barriers	57%	39%
Law enforcement are being paid off by traffickers	17%	39%
Law enforcement are sex buyers	22%	44%
Shame / feeling it is the victim's own fault for falling prey to a trafficker, should have been known better, should have tried to escape sooner, self-blame	4%	
Total Respondents By Group	23	18

QID_464 Total Respondents: 41

Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally - or survivor-led. The NOST documents survivors' experiences that may vary regarding negative and positive interactions with different groups. Each experience must be acknowledged for evaluating, refining, and implementing counter -trafficking efforts. Although some workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of workers who are willing to help combat human trafficking.

Figure 220

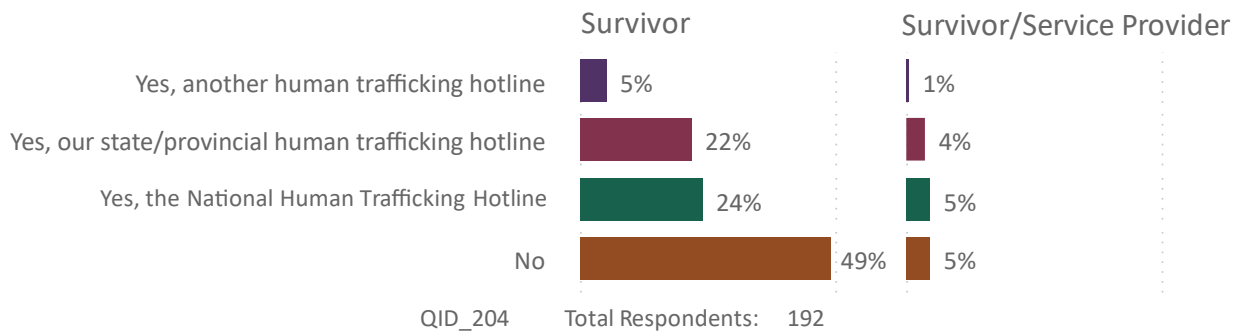
Do you think more human trafficking survivors would be willing to file a police report if they were allowed to make a statement to someone other than a law enforcement officer?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 221

Have you ever contacted a human trafficking hotline before? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally- or survivor-led.

Table 43

Why did you contact the hotline? Select all that apply.

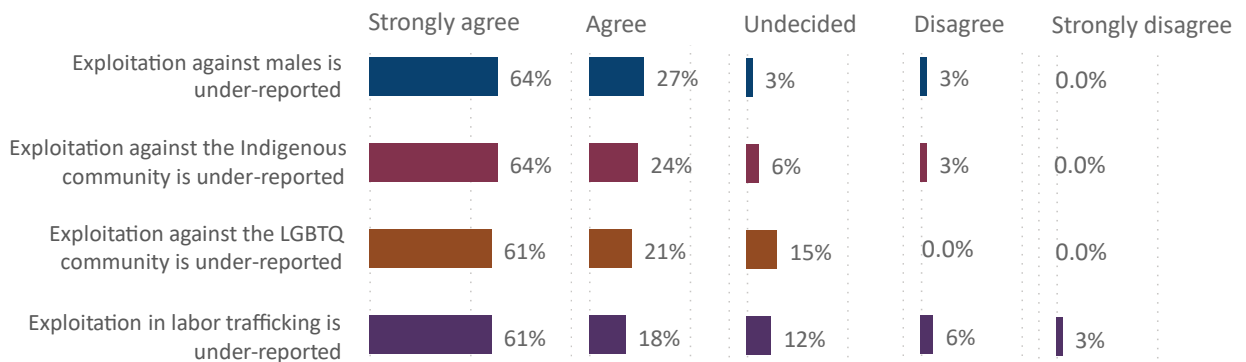
	Survivor	Survivor Service Provider
I was a human trafficking survivor seeking help for myself	49%	8%
I was a human trafficking survivor seeking help for someone else	49%	10%
I was a human trafficking victim needing help to escape	23%	1%
I was a human trafficking victim seeking help for someone else	8%	2%
I was a service provider working on a case	2%	2%
I was reporting an observation made in my community	6%	5%
Total Respondents	72	12

QID_205 Total Respondents: 84

Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally- or survivor-led.

Figure 222

To what extent do you agree or disagree with these statements ?



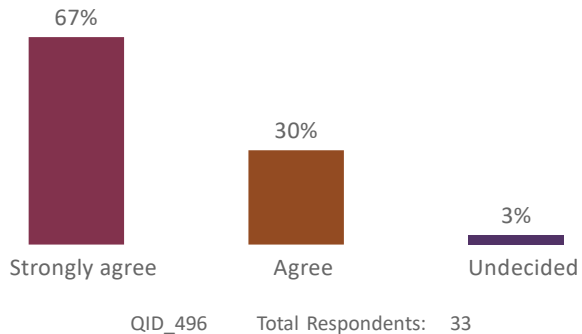
QID_498 Total Respondents: 33

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Service providers can observe the situations of multiple victims and survivors. While anyone can become a victim of human trafficking, there are some commonalities among victims and specific vulnerabilities that traffickers exploit for their gain. The perpetrators of this crime may prey upon individuals trying to escape the economic strife or civil unrest in their countries of origin and use a victim's desire for a better life to traffick them. Sixty-seven percent of service providers strongly agreed, and 30% agreed that immigration laws might deter some foreign national survivors from reporting their abuse (Figure 223). Traffickers may threaten to report victims, instilling fear that immigration officials will be unsympathetic and will deport them. Many victims are unaware of federal laws designed to protect foreign trafficking victims. Some victims may remain silent about their trafficking experience out of fear of being criminalized for entering other countries illegally or for actions they commit under force or coercion from their traffickers.³⁵⁶ Service providers may have firsthand experience with special populations from foreign countries and can be aware of their challenges. Foreign nationals, LGBTQ, and other vulnerable people benefit from service provider organizations that understand and can accommodate their individual and cultural needs. A supportive environment can promote more reporting.

Figure 223

To what extent do you agree or disagree with this statement, "Immigration laws can impact a human trafficking victim's decision to report their abuse if they are a foreign national."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Reporting by the Transportation Workforce

Human traffickers exploit gaps or loopholes in transportation system law enforcement and security measures, and evidence-based intervention and prevention efforts must be in place among frontline workers. Transportation sector employees are uniquely positioned to spot the known indicators of human trafficking, such as the trafficker's control of a victim's identification document. They should be well-trained in how and whom to report when they suspect someone has been trafficked.

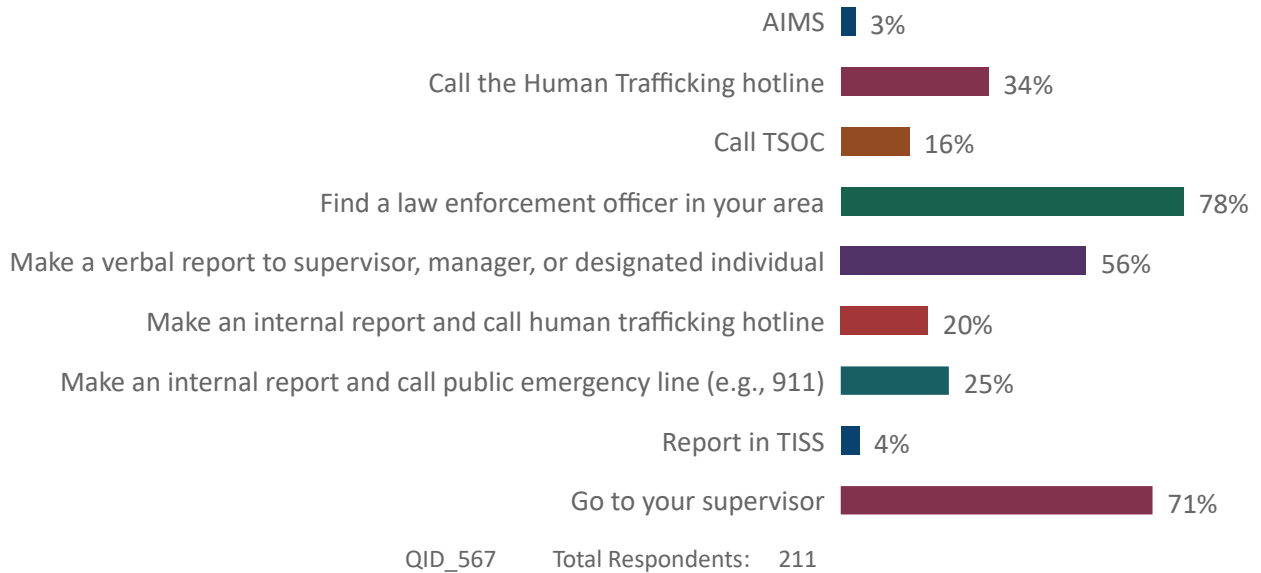
For over a decade, the U.S. Department of Transportation (USDOT), its partner agencies, Non-Governmental Organizations (NGO), and others have encouraged the transportation workforce to report suspected human trafficking. If an organizational protocol for reporting human trafficking activities is not well thought out, explained, or worse, is not established to begin with, this can create confusion among employees and reluctance to report. Importantly, it is common to discourage the transportation workforce from interacting with a possible victim or trafficker, urging reliance on trained professionals. The NOST explored many reporting aspects in the context of each mode and its workforce.

Over 85% of the NOST survey respondents are from various transportation modes and industries; the remainder are academics, law enforcement, survivors, or service providers. Respondents were asked to provide details on their experiences reporting signs of human trafficking, their agency's practices and protocols for combating human trafficking, and to share their opinions on the strength of communication and responsiveness to suspected human trafficking incidences. Of 211 aviation workers, 34% said they would call a hotline when reporting human trafficking (Figure 224, pg. 289). Thirty-eight percent of 870 transportation workers in multiple modes confirmed that employees would report signs of human trafficking verbally to a supervisor, manager, or designated individual (Figure 225, pg. 289). However, 48% of 592 respondents were unsure if their agency had a designated in-house staff member to whom employees should report these crimes, 16% confirmed they had

informed employees to report to a specific person in that position, and only a little more than 4% said there was a designated in-house staff member. Still, not all employees knew this person and their role (Figure 226, pg. 290).

Figure 224

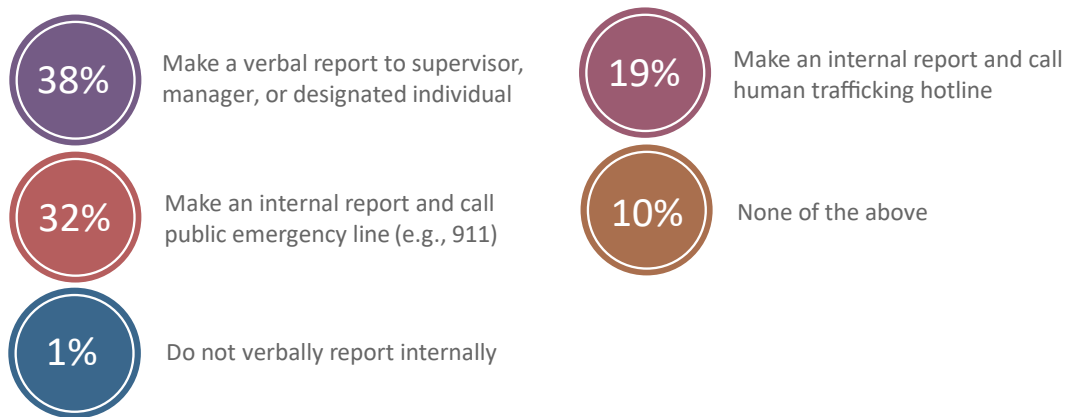
If you wanted to report a suspected human trafficking incident, how would you report it? (Select all that apply)



Note: Statistics include responses from participating TSA agents and may not represent any larger population segment.

Figure 225

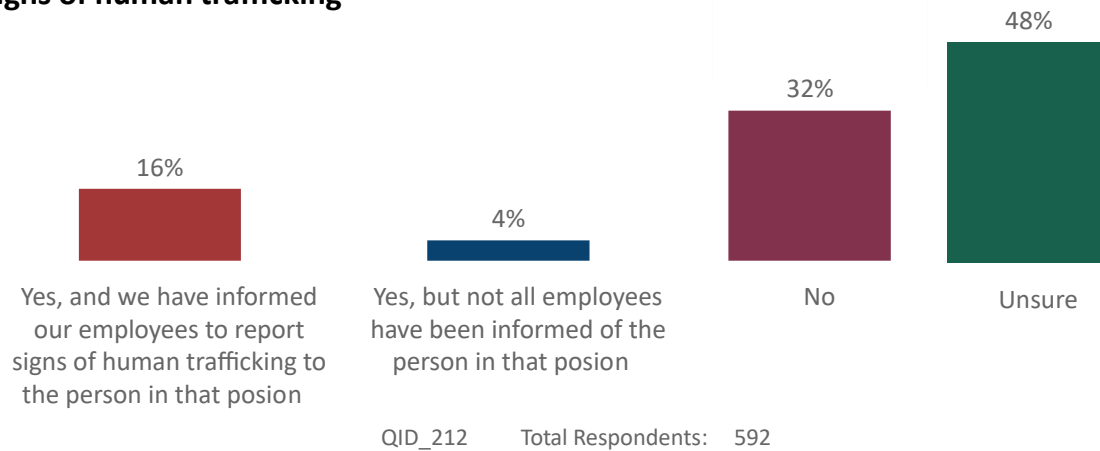
What approach is your employees told to use when reporting signs of human trafficking while at work? Select all that apply.



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 226

Do you have a designated in-house staff member to whom employees are to report signs of human trafficking

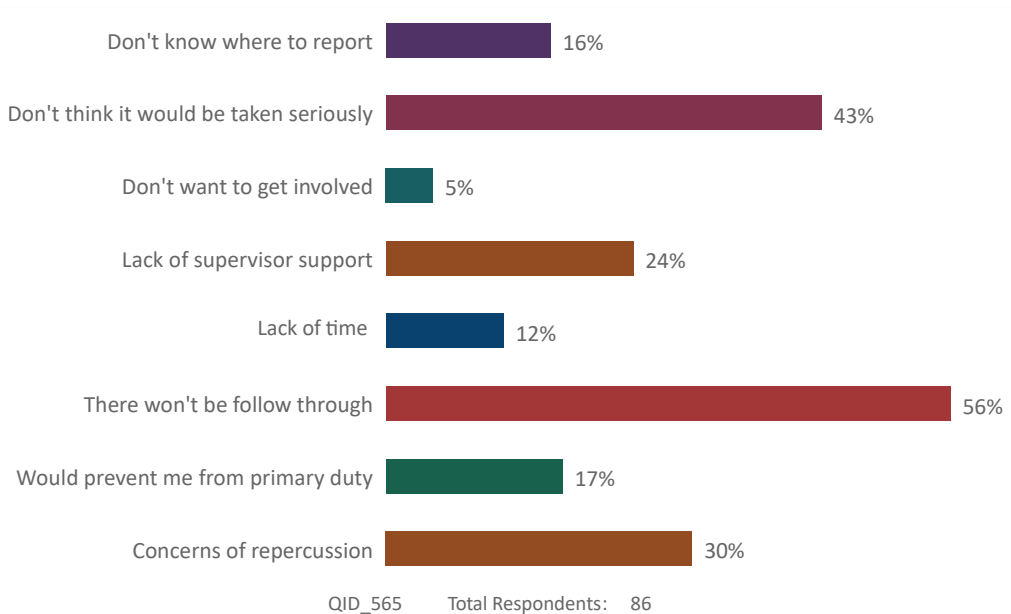


Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

More than half of 86 workers revealed that they might refrain from reporting suspected incidences of human trafficking because there would not be any follow-through (56%) or because they do not think it would be taken seriously (43%). Although a small group, some respondents admitted they might not report a human trafficking crime because it would prevent them from their primary duties on the job (17%), they lack the time (12%), or do not want to get involved (5%) (Figure 227).

Figure 227

**What might prevent you from reporting suspected incidences of human trafficking ?
(Select all that apply)**



Note: Statistics include responses from participating TSA agents and may not represent any larger population segment.

Among aviation respondents, 208 answered questions about Fixed-Based Operators (FBO).³⁵⁷ There was a strong signal (94%) that FBOs should prioritize reporting to external authorities over other anti-human trafficking actions, such as assessing product supply chains (29%) (Figure 228). Communicating with external contacts was recommended to secure more extensive collaboration. Airline workers suggested that communication among industry partners could improve. As discussed in the aviation chapter of this report, “*Action from Airports, Airlines, and their Allies*,” as many as 58% of 238 aviation workers strongly agreed, and 29% agreed that communication between federal government partners and airports needs to be improved in reporting signs of human trafficking (Figure 229, pg. 292) and 56% of 241 respondents strongly agreed and 27% agreed that communication needs to improve between airports and airlines (Figure 230, pg. 292). Better communication and collaboration can promote more reporting.

Of those who stated they had previously reported what they suspected as human trafficking, 71% of 151 respondents said it took them 10 minutes or less to report their suspicions (Figure 231, pg. 293). These activities and their timelines for action are positive outcomes from efforts to encourage reporting; however, there are areas for improvement.

One of the strengths of improving counter-trafficking operations in the transportation industry is having thousands of frontline workers who can be trained to report signs of nefarious activity; however, the data confirms that many of those workers need more confidence in forming, documenting, and communicating best practices at their place of employment. Fifty-eight percent of 504 respondents in multiple modes were unsure if there were protocols to protect employees if they mistakenly identify a human trafficking incident (Figure 232, pg. 293). Out of 923 workers, it was promising that 60% stated their agency had an established internal and external reporting protocol, and 84% had committed to communicating their counter-trafficking work to partners (Figure 233, pg. 294).

Figure 228

Please select the ways that Fixed Base Operators can be active in countering human trafficking. Select all that apply.

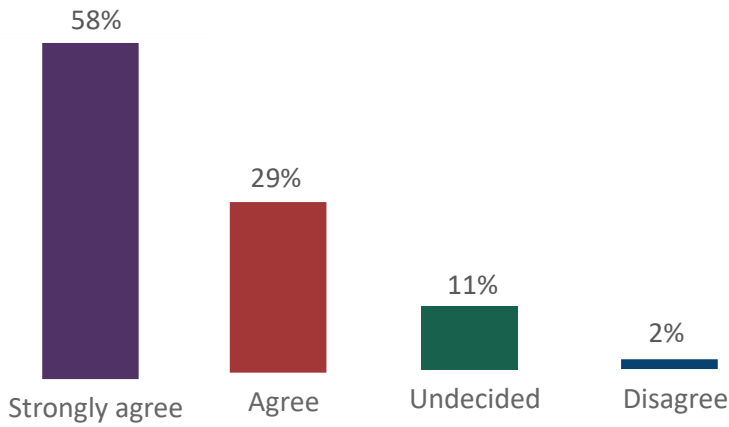


QID_121 Total Respondents: 208

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 229

To what extent do you agree or disagree with this statement, "Communication on reporting signs of human trafficking from federal government partners to airports needs improvement."

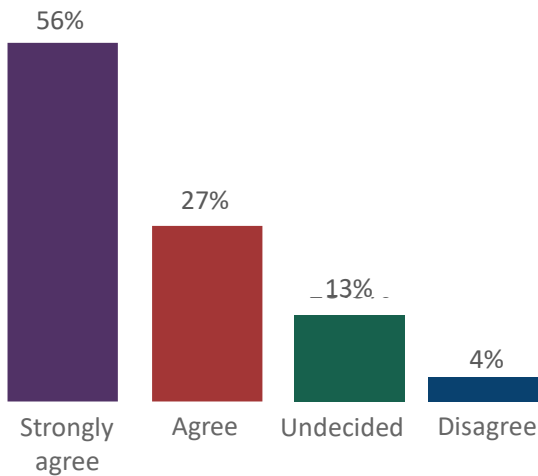


QID_183 Total Respondents: 238

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 230

To what extent do you agree or disagree with this statement, "Communication on reporting signs of human trafficking from airports to airlines needs improvement."

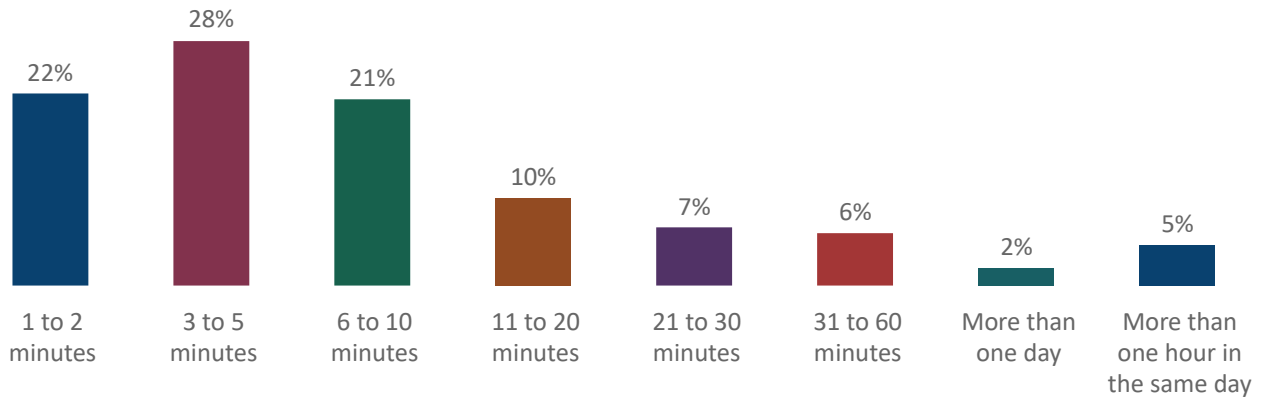


QID_185 Total Respondents: 241

Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 231

From the moment you recognized signs of human trafficking, how long did it take for you to INITIALLY report those suspicions? (could be verbally or documented)

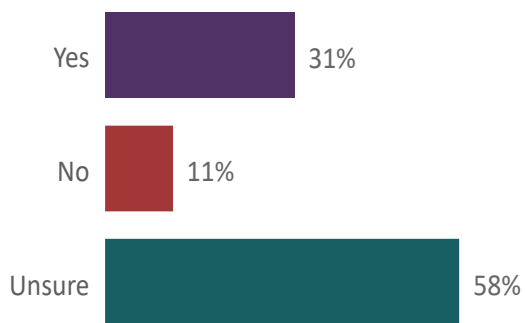


QID_192 Total Respondents: 151

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 232

Are protocols in place so employees know they are protected if they report and misidentify signs of human trafficking?

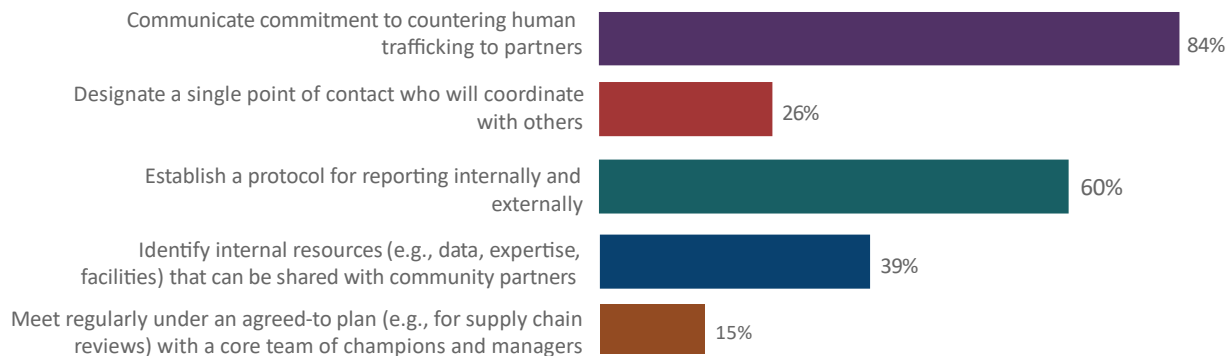


QID_211 Total Respondents: 504

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 233

**What approaches does your company/agency/organization take to support countering human trafficking?
Select all that apply.**



QID_122 Total Respondents: 923

Note: Statistics include responses from respondents in all modes and may not represent any larger population segment.

With a better sense of the workforce’s challenges and sentiments, the transportation sector can gain traction in responding to calls to support efforts to counter human trafficking. The Department of Homeland Security (DHS) encourages industry workers to follow corporate protocol to report suspicious activity. When considering this directive, if the corporate protocol for reporting human trafficking activities is not well thought out or explained to workers, it can create confusion among employees and a reluctance to report. As noted in this report, the DHS created a transportation toolkit as part of their Blue Campaign to assist in educating trucking, aviation, rail, and maritime workers in combating human trafficking in their industries.³⁵⁸ The toolkit provides general indicators of a possible human trafficking situation and cautions that the totality of circumstances should be considered when deciding to report. Also, as noted in this report’s chapter, “State DOTs: Leveraging a Leadership Role,” the USDOT is developing toolkit materials, and a new federal law requires posting the National Human Trafficking Hotline in many transportation settings.³⁵⁹ Transportation organizations are developing and refining reporting tools. An example is the Human Trafficking Response Procedure Template, which was created by the University of South Florida’s Center for Urban Transportation Research and Truckers Against Trafficking’s Busing on the Lookout program, in consultation with transit experts including five transit agencies, and which is now the subject of a webinar and training under the Florida Transit Safety and Operations Network.³⁶⁰ Reporting is becoming embedded in the transportation sector.

Reporting by Law Enforcement Professionals

An essential step in capturing the true prevalence of human trafficking is collecting accurate statistics that correctly identify victims of human trafficking and its perpetrators. Research conducted by Northeastern University found an overall inefficiency in law enforcement officials’ ability to identify trafficking offenses and the quality of reporting.³⁶¹ In some cases, law enforcement officials may struggle to separate instances of human trafficking from sex work, which is still illegal in most of the U.S.³⁶² This can also be true for labor trafficking victims whom some law enforcement may view as undocumented workers. As a result, human trafficking crimes, including those identified by law enforcement, continue to be underreported by the U.S. Department of Justice (DOJ) Federal Bureau of Investigation (FBI) National Uniform Crime Reporting Program.

A person not identifying as a trafficking victim was the most common reason that 46 law enforcement officers responding to the NOST said they might hesitate to use the human trafficking offense code in a police report (57%). Other common responses included a lack of training to use the offense code (39%), lack of victim testimony (37%), other offenses being perceived as easier to prove (24%), and hesitation in classifying offense as human trafficking (26%) (Figure 234, pg. 295). Incident reports often do not include a human trafficking offense code, making these crimes not documented and reported accurately. Even when an appropriate offense

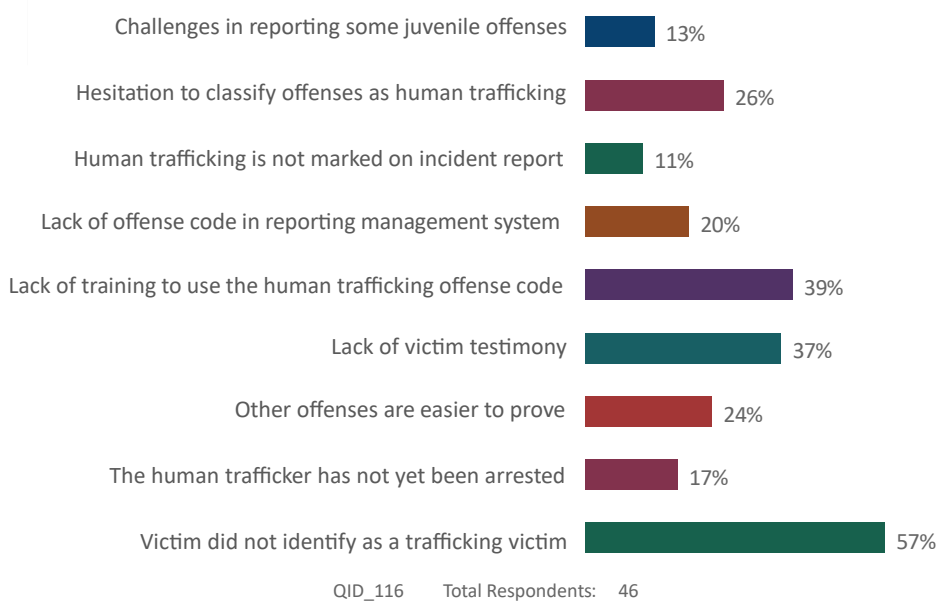
code is available, officers may defer to the District Attorney or investigators with more specialized experience in trafficking to decide whether to classify a case as such.³⁶³

Another challenge to stopping human trafficking crimes and holding offenders accountable is the difficulty in prosecuting these crimes. Human trafficking offenses often span multiple local, state, and federal borders, requiring prosecutors to work with several different jurisdictions, which can be complex. Moving cases forward without victim and survivor involvement to aid in identifying traffickers can be arduous. There has been an effort to improve this in recent years with strengthened criminal statutes related to the prosecution of offenders and provisions and protections for victims.³⁶⁴ Continued research involving survivors will benefit the investigation and prosecution of trafficking crimes by improving understanding of the perspectives and needs of victims.

These issues within the law enforcement community impact the study of reporting and its outcomes in the transportation sector. NOST questions probed the intersection of law enforcement and the transportation system, finding some common ground and some areas for improvement. When transportation workers and law enforcement were asked what areas of human trafficking training they would like to receive, the most common responses of 3,317 respondents were how to identify human trafficking victims (85%) and human trafficking indicators (81%). Other answers to this question illustrate key challenges in operationalizing reporting mandates about vulnerable populations described in other chapters of this report, such as *“Vulnerable Populations: Underserved Communities - Identifying Needs and Supporting Resiliency,” “Criminal Justice Response to Human Trafficking: Law Enforcement Perspectives and One Nonprofit’s Approach to Training Law Enforcement in Modern Times,”* and *“Indigenous Populations: Human Trafficking in Tribal Communities.”* For example, less than half (43%) said they would like training on human trafficking issues specific to Indigenous and tribal groups (Figure 235, pg. 296).

Figure 234

Please confirm the reason(s) that you might hesitate to utilize the human trafficking offense code. Select all that apply.



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 235

Would you like to receive human trafficking training in the following areas? Select all that apply.



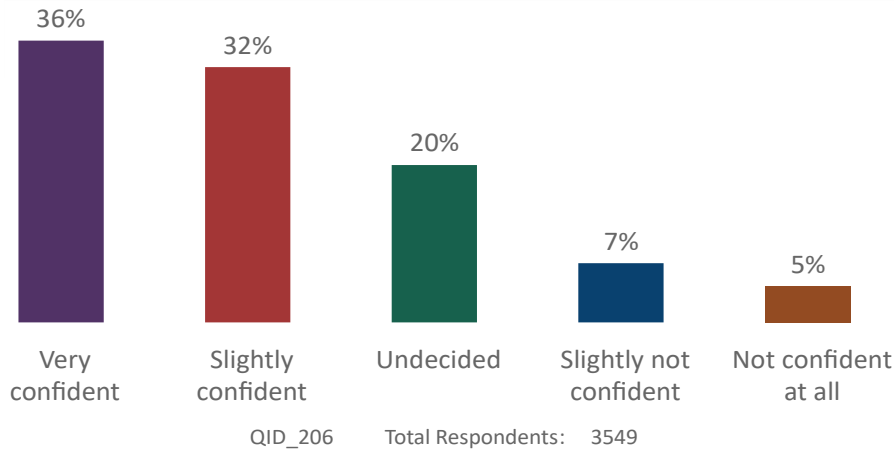
Note: Statistics include responses from respondents in all groups (except survivors) and may not represent any larger population segment.

Following on the mention of Indigenous people, this population is particularly vulnerable to sex and labor trafficking due to historical, systemic issues at the intersectionality of long-inhibited access to resources and education, economic and political marginalization, and whole communities burdened by the substance abuse of a few.³⁶⁵ The U.S. has a trust responsibility to tribes and their members, and it is a longstanding principle embedded in statutes underpinning federal programs and investments. Training for government officials, victim service providers, and law enforcement that teaches cultural sensitivity and involves collaboration with Indigenous peoples will go a long way to lessen some of the trafficking risks these communities face. In short, if this critical population is not understood, it is difficult to identify and report instances of human trafficking.

Among 3,549 respondents, 58% said they were very confident or slightly confident in reporting suspected human trafficking observed while on the job (Figure 236, pg. 297). Despite this confidence, most of the 3,870 (85%) stated they had never reported signs of human trafficking in their current profession (Figure 237, pg. 297). While this could be because they have never encountered a reportable offense, given the prevalence of these crimes, it is possible that whatever trafficking indicators were present were missed or were not reported. As understanding how traffickers operate and the barriers victims face increases, so too should the capability to perceive and recognize the signs of human trafficking.

Figure 236

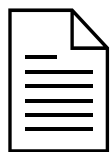
How confident are you in reporting suspected human trafficking observed while on the job?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 237

In your current profession, how many times have you reported potential signs of human trafficking?



85% Have never reported signs of human trafficking

QID_182 Total Respondents: 3870

Note: Statistics include multi-mode responses and may not represent any larger population segment. Additional responses include the number of times reporting signs of human trafficking while at work: 1 to 2 (10%), 3 to 4 (3%), 5 to 6 (1%), 7 to 8 (0.3%), 9 to 10 (0.1%), 11+ (0.7%).

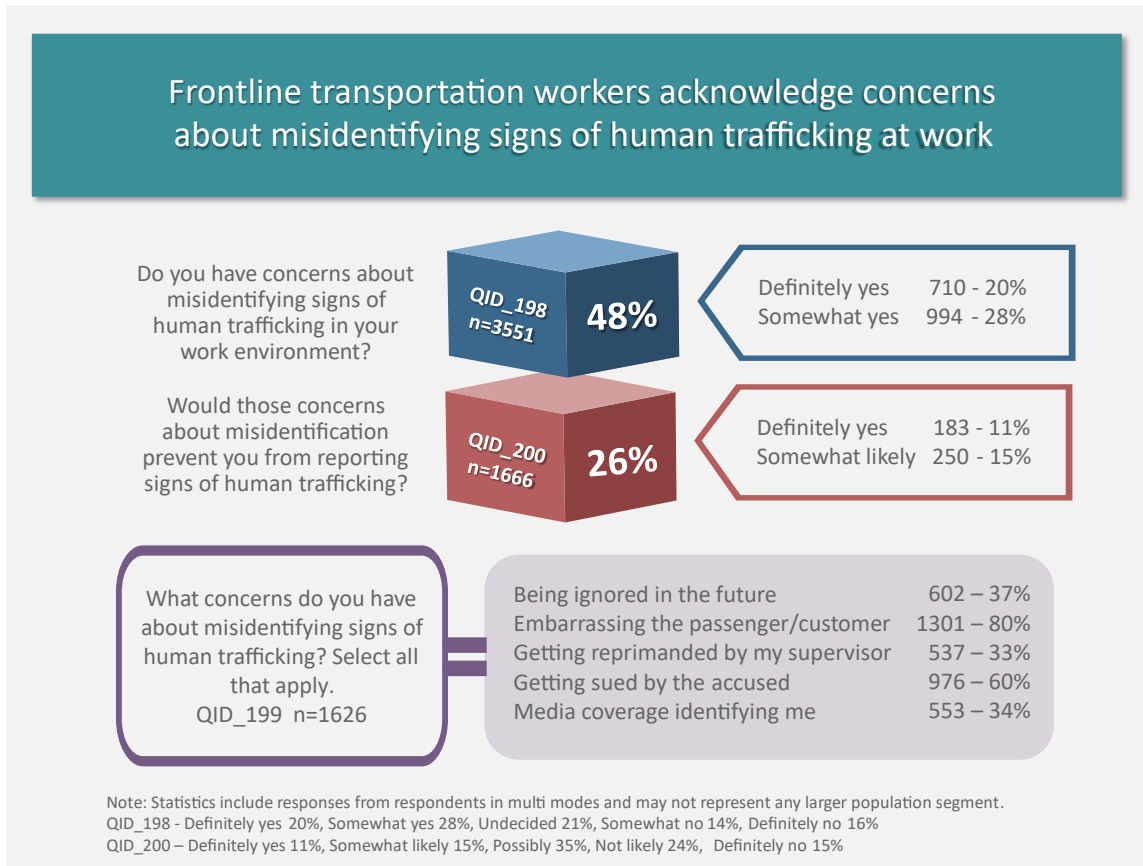
Considering the number of frontline workers who expressed confidence to report on signs of human trafficking, it is also important to ask more detailed questions if they have concerns about misidentifying signs of human trafficking. Among 3,551 respondents, 48% said they have concerns about misidentifying signs of trafficking in their work environment, and 26% of 1,666 stated that those concerns may prevent them from reporting those signs. Suppose workers do not feel protected in case they misidentify signs of trafficking. In that case, it is a possibility that some victims may not be identified in those settings due to the worker’s concerns. Out of 1,626 respondents, 80% stated that embarrassing the passenger/customer is one of their top concerns, followed by getting sued by the accused (60%) (Figure 238, pg. 298).

Growing the Anti-Human Trafficking Movement

In recent years, there has been a large-scale effort to improve training on reporting and investigating human trafficking crimes. This activity includes action in the U.S. on the federal level concerning transportation and other areas of society. In 2020, agents and personnel of several U.S. government executive departments, the U.S. Equal Employment Opportunity Commission, and the Agency for International Development participated in extensive training and outreach dedicated to combating human trafficking.³⁶⁶ The Office of Victims of Crime within the U.S. Department of Justice also offers many free resources, including a five-series online module,

Understanding Human Trafficking, that provides “a trauma-informed and victim-centered approach to human trafficking” for service providers, allied professionals, and the public.³⁶⁷ Through its law enforcement role, the Office for Victims of Crime, and the Civil Rights Division, the DOJ continues to locate and refer human trafficking victims to services, including mental health and medical care, housing, and legal assistance.³⁶⁸

Figure 238



The CODE

Travel and tourism organizations are globally pledging to prevent children from being sexually exploited by taking The CODE. Also mentioned in the pipeline chapter of this report, “*Mitigating Exposure to Human Trafficking*,” The CODE, or the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism, is a set of six commitments that organizations can make to help protect children from trafficking.³⁶⁹ Originating in 1996 from a partnership between the United Nations World Tourism Organisation (UNWTO), ECPAT Sweden, and Swedish tour operators, The Code is a voluntary pledge that travel and tourism companies are encouraged to sign and adopt as part of their values. The six criteria of The CODE are as follows:

The CODE³⁷⁰ continues to be supported by UNICEF, UNWTO, and the ECPAT network, with member organizations from 104 countries.

- 1) Establish a policy and procedures against the sexual exploitation of children.
- 2) Include a clause in contracts throughout the value chain stating a common repudiation and zero tolerance policy of sexual exploitation of children.
- 3) Support, collaborate, and engage stakeholders in preventing the sexual exploitation of children.
- 4) Train employees in children's rights, the prevention of sexual exploitation, and how to report suspected cases
- 5) Provide information to travelers on children's rights, the prevention of sexual exploitation of children, and how to report suspected cases.
- 6) Report annually on implementing the six criteria of The Code.

Yvonne Chen, Director of Private Sector Engagement for PACT (formerly ECPAT-USA), explained how the organization is a resource for companies to help navigate incorporating anti-human trafficking policies into their supply chain and staff training programs. *“When we think about trafficking as a whole and exploitation of people, I think part of it is [that some sector operations are] creating vulnerabilities for people.”* The CODE can create an environment where observing, identifying, and reporting human trafficking is encouraged.

Legislative Changes

Several countries and states within the U.S. have passed or are working to pass legislation mandating companies to be transparent regarding anti-human trafficking efforts.³⁷¹ Several bills require businesses making a certain amount in annual revenue, typically \$100 million or more, to report on the risks of labor trafficking within their supply chains and what steps have been taken to mitigate them.³⁷² Organizations are encouraged to post anti-human trafficking declaration statements on their company sites or provide them when consumers request them. The requirements and criteria stipulated in each bill are similar, with mandates, compliance guidelines, and penalties.

The Australian Modern Slavery Act of 2018 took the mandated declaration statement further by requiring the government to make all the disclosures available in a centralized register. Legislation of the State of Washington explicitly targets abusive working conditions in the agriculture industry and sets the threshold for retailers at \$200,000 in global sales. Canada's bill includes monetary fines and other penalties for any noncompliance. In the People's Republic of China, Hong Kong's 2017 Modern Slavery bill allows victims to bring civil suits against traffickers and anyone who received financial gain from exploitation.³⁷³ California's 2010 Transparency in Supply Chains Act requires retail sellers or manufacturers who conduct business in California and gross more than \$100 million annually to abide by five specific disclosures, such as reporting on human trafficking training for supply chain employees and evaluating compliance with company standards for trafficking and slavery in supply chains.³⁷⁴ In 2022, the Office of the U.S. Trade Representative announced the development of a focused trade

strategy to combat forced labor.³⁷⁵ Under this new strategy, existing trade policies will be examined to close gaps and strengthen policies with input from labor organizations and survivors. Reporting should remain a key activity in the industry.

Concluding Thoughts

First, determining the quality of the systems and procedures for documenting, investigating, and preventing human trafficking is crucial in combating this crime and those traffickers who may exploit the transportation system. Victims and survivors must feel comfortable and supported when disclosing their experiences to a service provider or law enforcement professional. Secondly, the sector must be prepared with a concrete action plan to refer victims to professionals who can provide them with essential resources and ensure their safety. Lastly, companies must ensure that internal policies exist. They are communicated to workers so they know they are protected if they make a human trafficking report that includes a misidentification. The U.S. National Action Plan to Combat Human Trafficking indicates that it is critical to have broad availability of resources and collaboration in training and investigation.

About the Author

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Sunflowers symbolize
resilience and hope
around the world.

Mental Health: Impact on the Transport Sector

By Mary Adams and Christi Wigle

May is recognized as Mental Health Awareness Month in the United States (U.S.).³⁷⁶ Mental health is important because it relates to our emotional, psychological, and social well-being. It affects how we think, feel, and act. It also helps determine how we handle stress, relate to others, and make healthy choices. Mental health and mental illness are determined by interacting social, psychological, and biological factors. General well-being, which encompasses the social and physical aspects of one's life and mental health,³⁷⁷ is of growing interest to transportation agency human resources departments.

This chapter focuses on mental health and its relevance to the transportation sector. The National Institute of Mental Health estimates that one in five people will experience a mental health condition in their lifetime, and one in four Americans currently knows someone with such a condition.³⁷⁸ As noted in the survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* The National Outreach Survey for Transportation (NOST) data revealed that nearly half of the respondents found riding public transportation could invoke certain smells, sights, or sounds as well as memories of being exploited in that environment, triggering prior trauma. Clearly, a mental health condition can impact various aspects of an individual's life, including the ability to achieve maximum productivity in the workplace. As noted in the governance chapter, *“Building Sustainable Programs and Sharing Data,”* workforce attentiveness to the traveling public, outside of their required duties, relies in part on altruistic behavior; therefore, understanding mental health issues is important to managing how the transportation workforce views the human trafficking issue and handles potential victims of this crime. The U.S. Surgeon General has a Framework for *Workplace Mental Health and Well-Being* and has made this a national priority and could be a helpful organizing principle in the context of the transportation workforce.³⁷⁹

Mental Health Discussed

The intersection of transportation, mental health, and human trafficking is not thoroughly researched. The first publication that brings these three topics together is a poster produced by a group of eight authors in a cross-disciplinary effort to raise awareness of such needs.³⁸⁰

The United Nations Office on Drugs Crime (UNODC) trafficking report lists mental, behavioral, or neurological disorders as an increased risk factor (among others) for human trafficking.³⁸¹ The U.S. Advisory Council on Human Trafficking “stressed the importance of providing holistic and comprehensive services to aid recovery.” When unmet mental health needs exist, it can increase risk factors that traffickers seek to exploit.³⁸²

Having unmet transportation needs can also impact the mental health of survivors. “Mental health issues can affect a person’s ability to access reliable transportation, and a lack of reliable transportation can isolate people, which increases the risk for certain mental health issues.”³⁸³ Survivors of labor and sex trafficking have shared many challenges after they exited their trafficking abuse. Not having access to transportation has been a constant and often unmet need.

Research supports the notion that people with mental health issues face various challenges, including isolation, diminished capacity to consent or offer informed consent, and limited ability to assess risk and detect ill intentions. Traffickers are skilled in detecting these vulnerabilities and manipulating them to their advantage.³⁸⁴

On a related note, the U.S. Department of State Trafficking in Persons Report states that people with disabilities are also vulnerable to human trafficking.³⁸⁵ Individuals with disabilities may require a caregiver to meet their basic needs. While most caregivers provide excellent care to their clients, there have been isolated instances where a caregiver or family member takes advantage of this dependency and forces them into prostitution, forced labor, and illegally taking their public benefits.³⁸⁶ The survivor chapter in this report discusses this in more detail, “*Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking.*” Traffickers may also target individuals with disabilities because of the social discrimination and prejudice they may face. This can cause authorities and even their own family and friends not to believe victims when they report their abuse. This is especially true for victims with disabilities that affect intellectual, cognitive, or communication functions or those individuals with mental health diagnoses.³⁸⁷ Many unresolved challenges experienced by those with disabilities can impact each person’s mental health differently.

NOST Data and its Signal on Mental Health

NOST included limited survey questions regarding mental health. Respondents were asked if mental health should be addressed more effectively in communities. Among 2,891 respondents who answered this survey question, 93% of the respondents agreed that communities should address mental health issues more effectively; within this group, almost 68% strongly agreed (Figure 239, pg. 304). Seeing how each group responded to this question provides greater insight into the need for increased mental health focus in communities (Table 44, pg. 304).

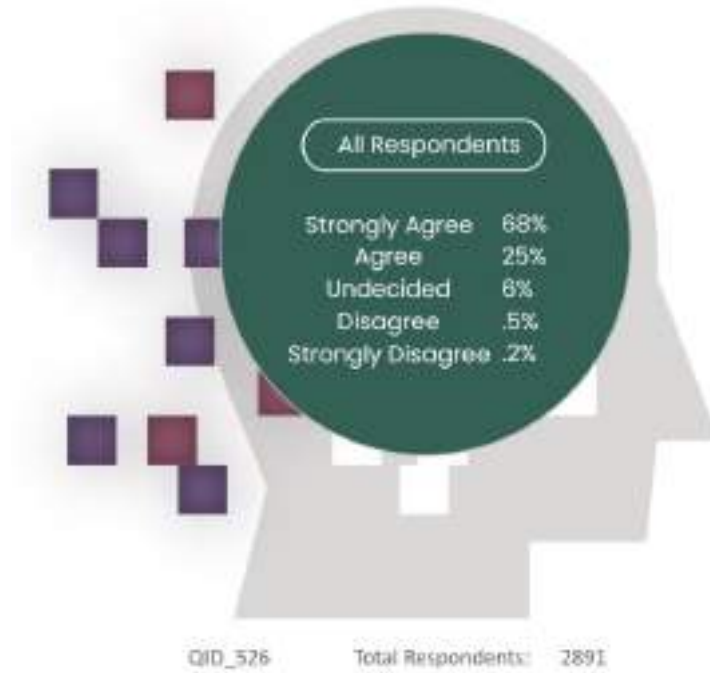
Community Well-Being and Mental Health in Transportation

In 2015, the International Labour Organisation (ILO) suggested that having reliable approaches for addressing job stress in roadway transport is important. Such approaches constitute an essential first step for designing interventions to reduce risk factors that have a negative impact on community health. Also, occupational stress research and intervention can be an excellent step toward strengthening road safety outcomes for professional drivers.³⁸⁸

In New Zealand, researchers in psychology, public health, economics, and geography developed a local evidence base for understanding how transport and mental health interact to shape urban well-being. They examined how travel affects mood, transport satisfaction, life satisfaction, subjective well-being, psychological distress, mental illness patterns, and prevalence amongst individual travelers and the neighborhoods and communities they move through and shape socially.³⁸⁹

Figure 239

To what extent do you agree or disagree with this statement, "Mental health issues in the community should be addressed more effectively."



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Table 44

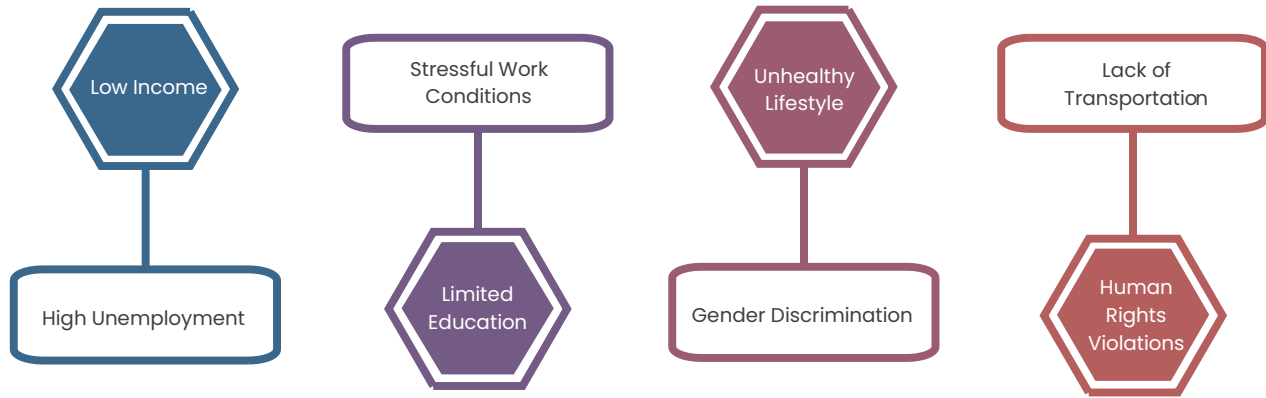
To what extent do you agree or disagree with this statement, "Mental health issues in the community should be addressed more effectively."

	Strongly agree	Agree	Undecided	Disagree	Strongly disagree	Total Respondents
Academia	83%	11%	6%	0.0%	0.0%	36
Aviation	69%	23%	7%	.7%	0.3%	1162
Law Enforcement	69%	28%	3%	0.0%	0.0%	305
Maritime	83%	17%	0.0%	0.0%	0.0%	18
Other Support Industry	68%	27%	3%	0.0%	3%	37
Roadway	62%	30%	7%	1%	0.0%	885
Service Provider	89%	11%	0.0%	0.0%	0.0%	18
Survivor	62%	27%	9%	1%	1%	165
Survivor/Service Provider	81%	13%	0.0%	6%	0.0%	16
Transit	78%	19%	3%	0.4%	0.0%	249

QID_526 by Group Total Respondents: 2891

Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Impact on Mental Health in Communities



Source: United Against Slavery 2021 National Outreach Survey for Transportation (NOST)

The Impact of the Pandemic on Mental Health

Since the COVID pandemic was identified in early 2020, the world population has been experiencing acute burnout, anxiety, and a sense of uncertainty about what lies ahead. The ongoing stresses of daily life have resulted in a global mental health crisis.³⁹⁰ The impact of the pandemic made it more challenging for those with existing mental health conditions and those who developed mental health conditions during the pandemic.³⁹¹ Substance use, physical and sexual violence, domestic violence, depression, and anxiety are more challenging to cope with in situations of high unemployment, low income, limited education, stressful work conditions, gender discrimination, unhealthy lifestyles, and human rights violations.

The wide-ranging effects of this crisis are particularly prevalent in the workplace. Nearly half of American workers have suffered from mental health issues since the COVID-19 pandemic began, at a high cost to their well-being and potentially to their employer's bottom line.³⁹² According to recent studies, 69% of employees say the COVID-19 pandemic has been the most stressful time of their professional lives, 89% have experienced burnout in the last year, and more than 70% of parents say the pandemic has taken a significant toll on their children's mental well-being.³⁹³

The pandemic has also created a severe shortage in the healthcare workforce. The U.S. Senate addressed this issue by developing a case for federal action on mental healthcare.³⁹⁴ Previously, in 2017, the Health Resources and Services Administration found that communities nationwide needed an additional 6,000 providers. By 2030, they predict a shortage of 24,060 providers³⁹⁵ based on no changes in behavioral healthcare utilization. Scarcity in this workforce has a devastating impact on mental health. It means people cannot access the necessary services to manage their conditions. Left unaddressed, mental health challenges can significantly impact the workforce and economy. Mental health conditions can significantly impact individuals' performance at work (including their productivity, absenteeism, accidents, and turnover) and their ability to work at all.³⁹⁶

Mental Healthcare in the Transportation Sector

Essential Workers

Road transport operations transcend national boundaries, fundamentally link global supply chains, and enhance personal mobility. Transportation operations and logistics performance can stimulate national development and economic activities.³⁹⁷ The U.S. economy relies heavily on trade and travel throughout the nation. The transportation sector supports *the safe and efficient movement of people, goods, and products for business and pleasure*.³⁹⁸ According to the DHS and U.S. Department of Transportation (USDOT),³⁹⁹ one of the 16 critical infrastructure sectors is the transportation systems sector, which consists of seven key subsectors: highways, aviation, maritime, rail, mass transit, pipelines, and postal and shipping. The USDOT defines six modes of transportation: roadway modes, aviation, maritime, railway, pipelines, and transit. In 2015, the DHS and USDOT released a Transportation Systems Sector-Specific Plan. This plan integrates efforts to secure and strengthen the resilience of critical infrastructure, identifies the sector's security and resilience priorities, and describes the approach to managing critical infrastructure risk.⁴⁰⁰

During the pandemic, the Centers for Disease Control and Prevention (CDC) also defined the transportation sector as essential to maintaining critical infrastructure and continuing critical services and functions, listing functions and roles such as Urban Transit Systems; Interurban and Rural Bus Transportation; Transportation Equipment Manufacturing; Air, Rail, Water, and Truck Transportation; Taxi and Limousine Services; Charter Bus Industry; Automotive Rental and Leasing; Commercial Air, Rail, and Water Transportation Equipment Rental and Leasing; Automotive Repair and Maintenance, etc.⁴⁰¹ The pandemic years have been difficult for industries enabling the supply chain. There were stages of panic buying, an intensified shift toward online shopping, shortages of drivers, vaccine logistics, and so much more.⁴⁰² If the transportation sector is defined as essential, then every worker in the sector is a crucial worker.

Interaction of Contributing Factors

Mental health challenges are well-known in the workplace, but there is a gap in knowledge and a lack of systematic mental health promotion in the transportation sector.⁴⁰³ In 2019, the Psychiatry Health Journal published a study on mental health challenges in five key sectors of transportation: seafarers, truck drivers, dock workers, rail workers, and airline workers. The research shows that transportation workers often operate under stressful working conditions, work long hours, and lack good sleep, a healthy diet, and physical exercises, contributing to fatigue, impaired well-being, mental ill-health, stress, and chronic diseases.⁴⁰⁴ Many high-risk transportation workers can also experience work-induced post-traumatic stress disorder.⁴⁰⁵

Maritime. A French survey with 74 seafarers on oceanographic vessels studied stress using the Karassik demand-control model, showing 33% of workers diagnosed with mental stress in the overall health tests. A particular risk factor among officers is a backlog of administrative work while in port, which creates difficulty in organizing work efficiently. During the pandemic, ports worldwide saw a historic number of containers amassed in port warehouses and vessels at sea, which can exacerbate the mental stress that may exist in the workforce.

Stevedores (loads and unloads cargo from ships) and others working at the ports were pushed to their limit, with frontline workers also exposed to the coronavirus.⁴⁰⁶ Prior studies may suggest what conditions may result. The occupational illnesses that affect dock workers include mental disorders, among which depressive episodes were the most frequent.⁴⁰⁷ Pathological symptoms comprise irritability, sad mood, loss of interest and pleasure in daily activities, which can enhance feelings of fatigue, concentration difficulties, and sleep disorders.⁴⁰⁸ Fatigue is now considered a crucial maritime safety and mental health problem.⁴⁰⁹ These frontline workers are essential workers to keep supply chains functioning. Supporting their mental health is an often overlooked but increasingly critical practice that should be a top priority for every company in the industry.⁴¹⁰

Aviation. Within Flight Attendant populations, perceived poor health has been related to high job strain, early retirement, psychological distress, work absence, and mortality.⁴¹¹ In a survey that was administered at two different periods during the pandemic (2020 and 2021), feedback was obtained from 3,000 aviation workers

who indicated that they are experiencing considerable challenges relating to their mental health.⁴¹² A 2019 study in the UK was conducted among 1,000 pilots and found that 18% had moderate depression, and 80% had moderate burnout. More than 75% of respondents said they would not disclose this to their employer. The same entity conducted a second study in August 2020 and found that 20% of pilots and 58% of cabin crew suffered from moderate depression.⁴¹³

Many aviation workers fear that sharing their mental health challenges could end their careers or cause them to lose professional opportunities. In recent years, the Federal Aviation Administration (FAA) has invested resources to reduce the stigma around mental health in the aviation industry.⁴¹⁴ More work is still needed to support aviation workers' well-being and mental health as they navigate the skies.

Transportation Construction. Mental health issues also occur in the transportation construction industry. According to a recent study, the top three factors leading to depression and anxiety health issues are work pressure, emotional and physical demands, and bullying or harassment.⁴¹⁵ The researchers also found that 83% of construction workers have mental health issues. According to the Centers for Disease Control, construction workers have the highest rate of suicide among all industries, at 53.2 suicides per 100,000 workers. One potential reason construction workers have a higher rate of mental health problems, and suicide is that 89% of workers in this industry are male, a demographic that may generally underreport mental health problems and are less likely to receive appropriate treatment.⁴¹⁶

In May of 2022, many California agencies held a Mental Health Awareness Stand Down event to highlight the impact of mental health on the construction industry.⁴¹⁷ The uniqueness of the "Stand Down" program is to halt construction for one hour so that workers can be educated about substance abuse and mental health concerns. *"We need to foster a work environment where we can recognize when colleagues are struggling with anxiety, stress, depression, or other mental health issues. We need confidence, compassion, and strength to respond appropriately and promptly,"* said Dale Nelson, Senior Vice President of Flatiron. The Associated General Contractors of California (AGC of California) created an online toolkit and tutorial for employers to plan a "Stand Down" event for construction workers. Already, tens of thousands of companies have participated in "Stand Down" events, including millions of workers across all 50 states and internationally.⁴¹⁸

Pipeline. Oil rig and gas pipeline workers embrace some of the harshest working conditions. They often work 12 or more hours a day, six to seven days a week, in isolated areas without daily physical interaction with family and friends and in extreme weather conditions. It is considered one of the most dangerous careers that can impact a worker's physical and mental well-being. In a report by the AFL-CIO, pipeline construction workers died 3.6 times more than the average American worker on the job.⁴¹⁹ These conditions create an environment that can increase stress and depression among pipeline workers. The USDOT Pipeline and Hazardous Materials Safety Administration (PHMSA) encourages workers to utilize the Employee Assistance Program, which offers free and confidential assessments for mental health and well-being, stress, and other employee/organization challenges or needs.⁴²⁰ Under the Pipeline Safety Act of 2011 and subsequent legislation in 2012, 2016, and 2020, the PHMSA continues to improve pipeline safety. In an industry where workers depend upon higher wages, the PHMSA and other federal agencies seek to reduce the stigma of seeking help for mental health challenges.

Railroads. The rail business transports millions of people and products every year, creating quicker means of land transportation. Workers can develop lifelong careers that offer competitive pay and health benefits in an industry expected to grow 4% from 2021 to 2031.⁴²¹ The work schedule and weather are two challenges railroad staff cited as creating sometimes grueling conditions. Working in this environment may require staff to have long periods away from friends and family, which can increase feelings of isolation.

Long rail and short-line staff may be exposed to train disasters, including vehicle accidents, derailments, or individuals killed by a train due to an accident or suicide. Train crew who witnessed one or more of these disasters during their careers can develop depression, stress, or post-traumatic stress disorder because of those memories.

Rail companies are taking measures to reduce conditions at rail facilities, which result in mental health-induced suicides by the public. For example, in the U.S., Metrolink successfully sought a Federal Railroad Administration (FRA) grant for \$59,000 to help deter suicides along its rail.⁴²² Brightline has spent millions of dollars to combine rail safety and mental health initiatives in their Buzz Boxx and 211 outreach. Robert Gatchell, chief safety and security officer for Brightline, is reported as saying, *“Innovation in safety is key, and we’re constantly monitoring the industry to determine if there are new ways to prevent illegal activity on the railroad corridor.”*⁴²³ In November 2021, the UK held the Rail Well-being Live, the largest ‘health and well-being movement in the rail industry’s history.’ Among the important topics discussed were the challenges that staff face and how to achieve positive mental health results. In the words of Lee Woolcott-Ellis, *“The advocates are colleagues from the organization...come through as volunteers.”* (Quoted in Youd).⁴²⁴ Safety awareness efforts addressing mental health challenges continue to expand for the rail crew and the community.

Roadway Modes. According to an industry survey in 2017, 918 out of 4,000 truck drivers admitted to having experienced mental health problems.⁴²⁵ A 2018 International Journal of Environmental Research and Public Health study found that truck drivers suffer more frequently from physical and mental health problems and psychological distress than the general population.⁴²⁶ Drivers suffer from loneliness, depression, chronic sleep disturbances, anxiety, and other emotional issues. Lack of sleep is considered one of the most significant factors in exacerbating mental health problems for truck drivers.⁴²⁷ These studies were conducted before the pandemic and associated capacity shortages, increasing the pressure on drivers. When initial lockdowns and restrictions brought people home with their families, truckers were busy keeping the world operating. At the same time, drivers were facing even more extreme isolation from others, and the stress on the supply chain forced many of them to change their schedules while handling tighter deadlines.⁴²⁸

The ILO report, Priority Safety and Health Issues in the Road Transport Sector, states:

*Transport workers are susceptible to work-related disorders, including fatigue, stress, sleep deprivation, kidney disorders, obesity, and substance abuse. As patterns of social protection vary from country to country, access to health care, pensions and sickness, occupational injury, family, maternity, and invalidity benefits might only be available to some road transport workers. Informal workers in the sector might be particularly vulnerable, as they may lack access to social protection mechanisms and work with low-income levels, productivity, skills, technology, and capital. Social dialogue is critical in achieving the ILO’s objective of advancing opportunities for women and men to obtain decent and productive work in conditions of freedom, equality, security, and human dignity.*⁴²⁹

Transit. The crime rate has surged in transit systems in the U.S. in recent years, and many workers are feeling the impact of it. Some transit workers share that they are more fearful in their workspace due to this surge in crime. Transit crime increased by 88.5% from 2020-2021, according to CompStat 2.0.⁴³⁰ In May 2020, a Santa Clara Valley Transportation Authority employee killed nine people before committing suicide. The tragedy experienced during the mass shooting and the following days impacted VTA coworkers and their families.

As with railways, transit workers can also experience “12-9,” which indicates that someone has been hit by a train. The Metropolitan Transportation Authority (MTA) in New York City showed that despite daily ridership declining by 75% due to the pandemic in 2020, they still recorded 158 “12-9s” in 2020, with 58 proving fatal.⁴³¹ Train crews do not always see those who perish in those instances, but the anguish is hard to forget and can become a repeat memory for months.

MTA spokesman Ken Lovett says, “It’s further evidence that much more city resources need to be devoted toward mental health and the crisis facing the city.” The Federal Transit Administration has compiled resources available to transit workers to help improve mental health impacts on the job and where to seek help if needed.⁴³²

A Mental Health Response that is Suitable for People, Good for Business

The culmination of the transportation sector challenges and the added stress of the pandemic has highlighted the need for better mental health support for workers to save lives and improve company business outcomes.

To illustrate the types of impact this circumstance can have, it has been estimated for the economy generally that 200 million lost workdays a year are caused by depression, resulting in up to \$44 billion a year in company costs from mental illness-related health missed work.⁴³³ In a recent study, Big Health outlined the cost incurred to diagnose and treat mental health conditions.⁴³⁴ For example, direct medical expenditure for anxiety disorders alone has been estimated at \$38 billion annually.⁴³⁵ Ranked cost burdens for service providers include:

- Disability claims
- Accidents and errors caused by poor sleep and fatigue
- Turnover and burnout
- Productivity
- Healthcare costs

Dr. Jenna Carl, Vice President of Clinical Development and Medical Affairs at Big Health, stated, “When people do not have access to mental health services, their employers can expect to spend as much as 300% more on healthcare. It is more expensive for companies to do nothing than invest in good mental health.”⁴³⁶ In determining return on investment, the report claims that a company can save \$2-4 for every \$1 invested in evidence-based mental health programs. On average, it can take 12–24 months for companies to see the financial impact of mental health initiatives on broad outcomes such as productivity or health care costs.⁴³⁷

As promoting good mental health has become increasingly clear, employers can use tools and resources to provide guidance. The CDC offers various recommendations to employers seeking to promote awareness of the importance of mental health and stress management,⁴³⁸ such as providing:

- Free or subsidized clinical screenings for depression from a qualified mental health professional, followed by directed feedback and clinical referral when appropriate
- Health insurance with no or low out-of-pocket costs for depression medications and mental health counseling
- Free or subsidized lifestyle coaching, counseling, or self-management programs
- Materials (brochures, flyers, and videos) to all employees about the signs and symptoms of poor mental health and opportunities for treatment

The win-win scenario is that companies that develop and implement high-quality, data-driven, accessible mental health benefits will improve employee well-being and see a financial return in increased employee satisfaction, higher worker productivity, lower health care costs, and better overall company performance.



Better mental health support is needed for transportation workers and throughout communities.

Mental Health as a Standard

In 2022, President Biden shared his vision to transform how mental health is understood, perceived, accessed, treated, and integrated in and out healthcare settings. The U.S. invested in expanding access to mental health services through the American Rescue Plan.⁴³⁹ The President also introduced a national mental health strategy to strengthen system capacity, connect more Americans to wellness care, and create a continuum of support, transforming our health and social services infrastructure to address mental health holistically and equitably.⁴⁴⁰

Road transport has been advancing such aims in the transportation sector for several years. A study on “Sleep and Mental Health in Truck Drivers: Descriptive Review of the Current Evidence and Proposal of Strategies for Primary Prevention” described drivers working in stressful conditions that favored unhealthy lifestyles and medical disorders. The findings were that the drivers’ overall health, and especially their mental health, was often worse than the general population because of long driving shifts, disrupted sleep patterns, chronic fatigue, social isolation, compelling service duties, delivery urgency, job strain, low rewards, and unsystematic medical control.⁴⁴¹ Several changes have been made to regulate the hours spent in the driver’s seat over a certain period. Still, with the current regulations, commercial truck drivers can find themselves on the road for up to 70 hours in eight days.⁴⁴²

The USDOT is addressing known mental health issues in road transport. In October 2022, U.S. Transportation Secretary Pete Buttigieg announced an initial \$40 million in grants to expand truck parking spaces to support a rested workforce. In addition, the funding will support software to help truckers find available parking spots.⁴⁴³ The 2022-2026 Strategic Plan of the USDOT prioritizes safety.⁴⁴⁴ This includes improving transportation workers’ and first responders’ health, safety, and well-being. A key performance indicator is to ensure operator safety through fatigue management, adequate rest areas, and efforts to promote better workplaces and compensation.

In 2021, the European Transport Workers' Federation published a study on Driver Fatigue in European Road Transport.⁴⁴⁵ The study reviewed scientific evidence concerning fatigue in bus, coach, and truck drivers, considering the causes of fatigue, measures that can be used to prevent and combat fatigue, and the consequences of fatigue for road safety. Their countermeasures included:

- Legislation and enforcement: initiatives to enforce regulation and to provide a mechanism for the effective implementation and enforcement of control measures (e.g., working time, rests, and breaks).
- Self-administered countermeasures: rest/sleep, caffeine, opening the window or turning on the air conditioner, and listening to music.
- Education: Educating professional drivers on aspects of fatigue.
- Timing of work and schedule design: work and shift planning, service hours, breaks and naps, work schedules around circadian patterns, and minimum rest periods between shifts.
- Fatigue Risk Management or specific company management interventions: safety management systems, risk assessments, mitigation strategies, company culture, and monitoring of actual hours worked.
- Fatigue-detection technology: vehicle-based detection and warning devices based on eye movement measurements and driver behavior (including steering and lane deviations).
- Road infrastructure measures: rest areas and design of roads (rumble strips).
- Publicity and awareness-raising campaigns.

In 2018, Australia launched The Healthy Heads in Trucks and Sheds initiative.⁴⁴⁶ The goal is to build a psychologically safe, healthy, and thriving working environment for truck drivers, distribution centers, warehouse staff, and other road transport industry members. They created a learning hub that includes tools, information, resources, and training material tailored to the needs of the road transport, warehousing, and logistics industries.⁴⁴⁷ They aim to continuously build on this knowledge and information portal to provide the sector with the most relevant content to support psychological safety, well-being, and physical health.

Concluding Thoughts

Unsurprisingly, in 2021, 92% of NOST respondents in the transportation sector believed that mental health should be addressed more effectively. The safety of, and threats from, the traveling public has been on the minds of transportation workers. Human trafficking is a societal problem, and increased data and tools for addressing it can support the response from the transportation sector.

RESOURCES

The U.S. Federal Transit Administration has developed mental health resources for transit workers.⁴⁴⁸ These resources can help frontline transit workers and others in the transit industry address mental health concerns and support self-care during the COVID-19 pandemic and in the wake of a traumatic or stressful event.

- [Mental Health in the Workplace](#) [Centers for Disease Control and Prevention (CDC)]
- [Mental Health Toolkit](#) [U.S. Department of Labor (DOL)]
- [Caring for Your Mental Health](#) [National Institute of Mental Health (NIMH)]
- [Tips for Survivors of a Disaster or Other Traumatic Event: Managing Stress](#) [U.S. Department of Health and Human Services (HHS) Resource]
- [Behavioral Health Treatment Services Locator](#) [HHS]
- [Post-Traumatic Stress Disorder \(PTSD\)](#) [NIMH]
- [National Center for PTSD](#) [U.S. Department of Veterans Affairs (VA)]

COVID-19 Pandemic

- [Employees: How to Cope with Job Stress and Build Resilience During the COVID-19 Pandemic](#) [CDC]
- [Burnout, Self-Care, and COVID-19 Exposure for First Responders](#) [National Highway Traffic Safety Administration (NHTSA)]

Psychological First Aid

- [PTSD: National Center for PTSD](#) [VA]
- [Psychological First Aid](#) [Coursera]
- [Psychological First Aid](#) [Johns Hopkins University]

Suicide Prevention

- [A Manager's Guide to Suicide Postvention in the Workplace: 10 Action Steps for Dealing with the Aftermath of Suicide](#) [Suicide Prevention Resource Center; not a federal resource]
- [Responding to Grief, Trauma, and Distress After a Suicide: U.S. National Guidelines](#) [Suicide Prevention Resource Center; not a federal resource]
- 988 Suicide and Crisis Lifeline (formerly the National Suicide Prevention Lifeline): Call, text, or chat to 988 to be connected to one of over 200 crisis centers in the U.S.

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Christi Wigle is the CEO and Co-Founder of United Against Slavery



TAXI

I think transportation is a big part of trafficking to and from calls/tracks/bars & clients. Also, I know bus stops is where traffickers have a need to meet girls/woman. A need for a car is crucial to survivors. Buses and using taxis and Uber can be triggering due to how girls were trafficked. A lot of Uber/life drivers are creeps and potential buyers or help pimps drive and meet women. It's hard to find safe transportation when trying to exit the life. Exiting a trafficker is scary but usually, it's hard to trust someone but I think transportation plays a huge role in trafficking."

Storm

Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking

By Megan Lundstrom, MA

Defining the transportation sector's role in anti-trafficking requires input from those involved in and affected by the crime, including its survivors. Tapping their lived experience is extremely valuable to understanding and developing a sector response. Survivors have a holistic view, and the National Outreach Survey for Transportation (NOST) questions extend into many topic areas. This comprehensive dataset helped to surface and define important behaviors, drivers, risks, and other conditions, which in turn may help qualify or correct the misapprehensions or mere anecdotes of different stakeholders. Transportation used during recruitment, exploitation, extraction, escape, or during the healing journeys of survivors was an essential focus for this study. Such data from survivors, therefore, can improve understanding and decision-making.

Data Overview

The NOST study included oversight and input from Lived Experience Experts, who contributed survey questions and reviewed survivor questions from other team members. This confirmed that the scope and content of questions were relevant and ensured that the NOST was both survivor- and trauma-informed. The result was a dataset of 212 respondents. Screening questions confirmed that each respondent was not a minor and asked to confirm if they were a human trafficking victim and if they were still being trafficked. One survivor was identified as still being trafficked; upon receiving an affirmative to that question, resources were immediately provided on the screen so that the survivor could contact (via chat or text support) the National Human Trafficking Hotline and contact information to reach law enforcement. Due to the anonymized survey, NOST leadership could not contact a potential or actual respondent to help. Please see the Survivor- and Trauma-Informed section of our NOST Methods for more details about the scope of consent and acknowledgment by survivors. Ultimately, the NOST elicited answers from survivors ranging from demographics to the business of sex and labor trafficking, from the role of transportation to opportunities for intervention.

Summary of Findings

Survivor demographics who participated in the NOST suggest early entry into trafficking, consistent with prior research findings in the human trafficking literature. Also, NOST data show that transportation is used at all stages, offering insights into countermeasures and ways to support victims and survivors before and after exit. In several cases, data analysis produced results congruent with a common understanding of trafficking dynamics. While survivors engaged in the NOST, some survey questions had a lower response rate. Although there are

potential trends in experiences, this survey report cannot generalize all the results with certainty but can support the design of future research.

Overview: What is and What is Not Working

For over a decade, the transportation sector has asked its workforce to be vigilant for signs of trafficking and report suspicions. A steady stream of research has also been into transportation system responses and outcomes.⁴⁴⁹ Several studies have elicited anecdotal information from survivors about the role of transportation. Such examples help illustrate scenarios and make the victim’s experience more vivid, but generalizing based on these cases is difficult. The NOST, therefore, sought to develop a dataset that may lead to deeper understanding, development of performance measures, and improved responses in the transportation industry.

Data, Findings, and Analysis

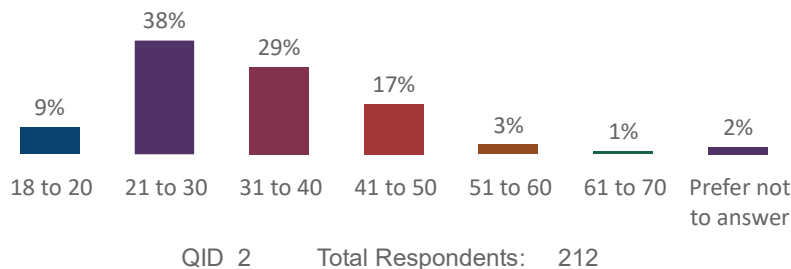
A total of 232 survey respondents indicated they were sex and/or labor trafficking survivors. Of these, 20 surveys were incomplete, and one survivor declined to answer survivor questions relating to their recruitment, exploitation, and/or extraction/escape, thus leaving 211 survey respondents with complete entries for most survey questions; some questions may reflect all 212 responses.

In the demographic questions section of the survey questions, survivors could identify the additional professional intersection of being a Victim Service Provider (VSP) (n=32) or solely by their survivorship (n=180). Data in this chapter will be reflected as survivors or as Victim Service Providers who are also survivors. Those who identified as service providers were asked additional questions. It is important to note that the experiences of participating survivors in the NOST represent a small sample and may not reflect the experiences of all survivors.

At the time of the survey, survivor participants ranged in age from 18 to 70, with the highest concentration of respondents being between 21 and 30 years of age (38%) (Figure 240). This observation may be expected from their having exited and been on their healing journey for a period of time before taking this survey on human trafficking. Existing knowledge about the demographics of sex trafficking victims, for example, suggests that children and young adults are most often recruited into sex trafficking operations.⁴⁵⁰ This is supported by the responses to NOST survey questions regarding the time the respondent exited from their trafficking situation when the survey was completed. This is supported by the responses to the survey question regarding the time the individual exited from their trafficking situation when the survey was completed.

Figure 240

What is your age (in years)?



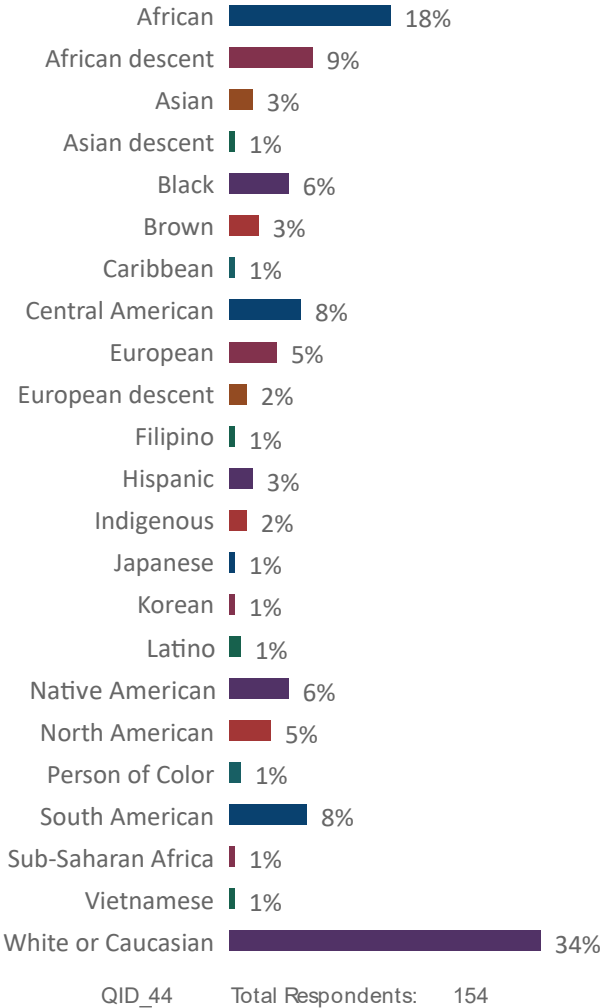
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Among 154 survivors who answered about their race, the top responses included White (34%), African (18%), and African descent (9%) (Figure 241, pg. 316). While human trafficking disproportionately impacts persons of color, the field typically sees higher rates of White individuals engaging in services and participating in research.

The systemic barriers that increase vulnerabilities in exploiting persons of color are also present when exiting exploitation, accessing services, and maintaining long-term stability. Detailed demographics for all respondents in the study can help prevent one characteristic of a set of respondents, here, status as a service provider, confounding the profile of the survivors if detailed demographics are not asked of everyone. There are risks and tradeoffs among survey length, fatigue from multiple demographic questions, and requests for personal information that may trigger privacy concerns. However, if a similar survey is conducted in the future, consideration could be given to all demographic questions for the total sample of participating respondents.

Figure 241

How would you best describe yourself. Select all that apply.

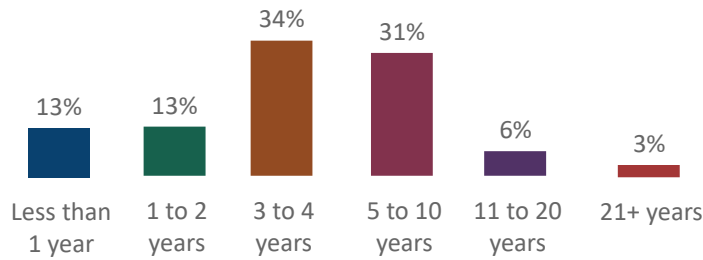


Note: This survey question was asked to ally or survivor-led service providers and may not represent any larger population segment. The question will be asked as a foundation question to all respondents in future studies.

The subsample of 32 survivors who identified as service providers provided additional information about their professional experience in anti-trafficking. All respondents worked in direct victim service organizations and had been in the field anywhere from less than one year (13%) to 21+ years (3%). Most survivors had been service providers between three and 10 years (65%), which aligns with the timeline of the emergence of anti-trafficking work and the priority to fund positions specifically for survivors of trafficking (Figure 242, pg. 317).

Figure 242

How long have you worked in your current profession (including multiple employers)?



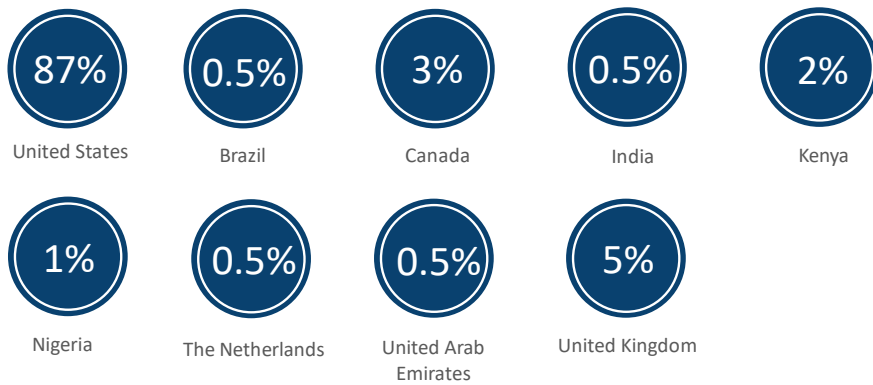
QID_7 Total Respondents: 32

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

While most survivor survey respondents were from the U.S. (87%), the survey reached around the globe to include survivors from the United Kingdom (5%), Canada (3%), Kenya (2%), Nigeria (1%), Brazil (0.5%), The Netherlands (0.5%), India (0.5%), and the United Arab Emirates (0.5%) (Figure 243). Within the U.S., 33 states and the District of Columbia were represented, with the highest concentrations in New York (21%), California (15%), Arizona and Florida (7%), and Colorado (6%) (Map 1, pg. 318).

Figure 243

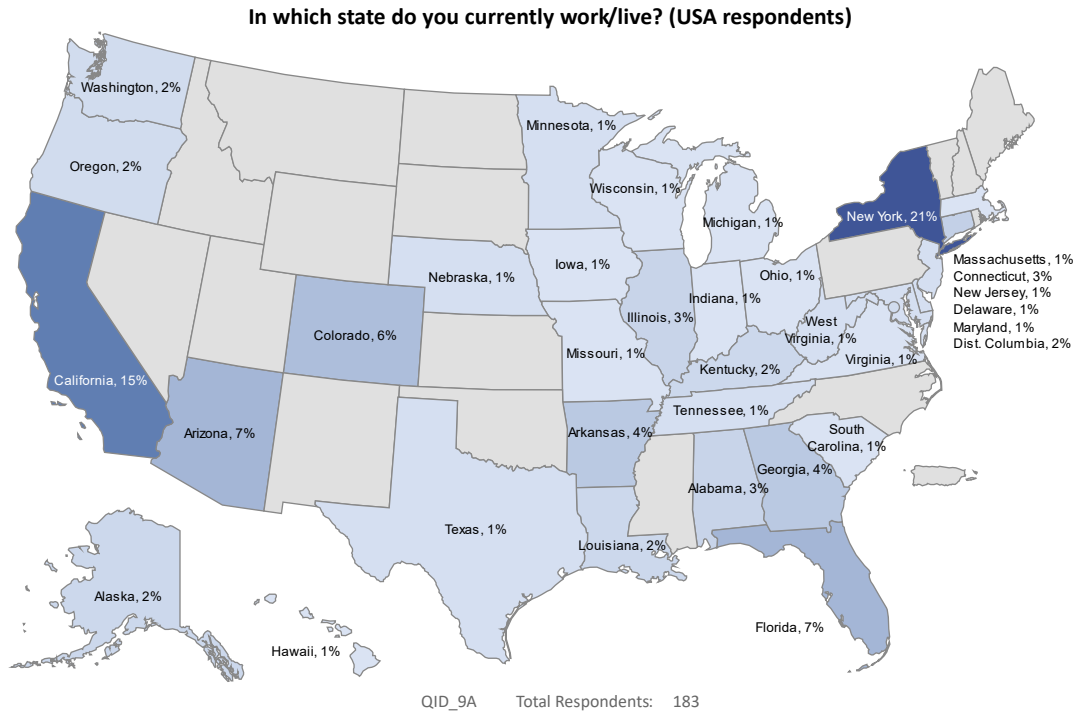
In what country do you primarily work/live?



QID_8 Total Respondents: 212

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Map 1

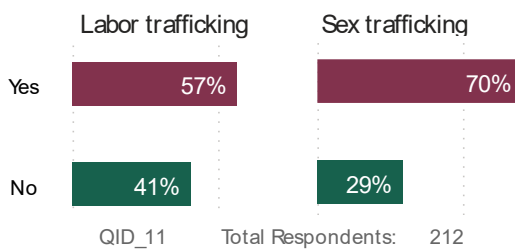


Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Most survivors shared the types of trafficking they had experienced, including sex trafficking (70%), labor trafficking (57%), and both sex and labor trafficking (30%) (Figure 244).

Figure 244

Do you identify as a human trafficking survivor? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

The age of entry into trafficking among 126 survivors ranged from infancy to 49 years old for sex trafficking (72 survivors) and labor exploitation (54 survivors) (Table 45, pg. 319). The data suggests that the demand for sex trafficking is higher regardless of whether they are children (aged 0-17) or adults (18+). Among 108 survivors who shared the time frames in which their trafficking experiences occurred, they reported durations from less than one year (1 month) to over 20 years (Table 46, pg. 319).

Table 45**At what age were you first exploited in human trafficking?**

Age	Less than 1	1-5	6-10	11-15	16-20	21-25	26-30	31-35	36-40	41-45	46-50
Labor Trafficking	0%	9%	6%	20%	33%	13%	17%	0%	2%	0%	0%
Sex Trafficking	1%	15%	6%	19%	29%	14%	11%	3%	0%	0%	1%
QID_322 Total Respondents: 112											
Note: Statistics include responses from participating survivors of labor (n=54) and/or sex trafficking (n=72) and may not represent any larger population segment. This is a qualitative survey question that allowed open-text responses. Survivors who identified as both sex and labor trafficking could answer for both forms of human trafficking.											

Table 46**How long were you exploited in human trafficking? Please estimate.**

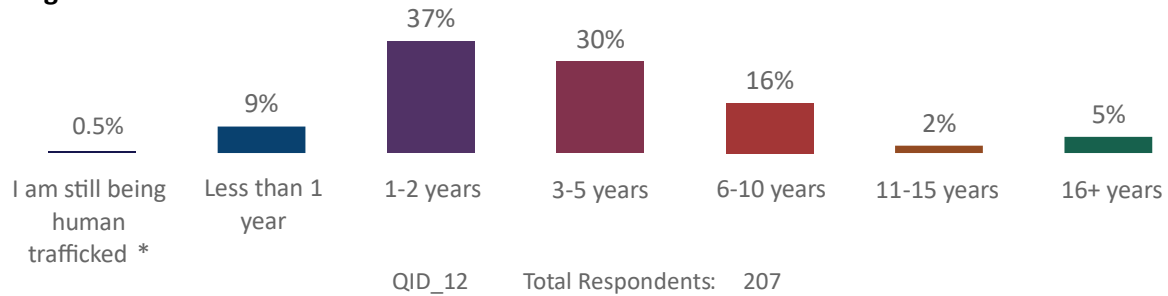
Length of time	1-6 months	7-11 months	1-5 years	6-10 years	11-15 years	16-20 years	21-25 years	26-30 years	31-35 years	36-40 years	41-45 years	46-50 years
	5%	1%	66%	18%	4%	4%	2%	1%	0%	0%	1%	0%
QID_323 Total Respondents: 108												
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. The survey question asked for the length of time a survivor was exploited for human trafficking and did not specify whether it was for labor or sex trafficking separately.												



Survivors were also asked how many years they had been exited from their abuse when they took the survey. Of the 207 survivors who responded to this question, answers ranged from one year to more than 16 years, with 158 saying they had been exited from their trafficking situation for less than five years at the time of the survey. This aligns with the passing of the Trafficking Victims Protection Act, initially in 2000, and significant work in the U.S. that progressed around 2008-2010.⁴⁵¹ Additionally, 96 survivors of 207 shared that they had exited in less than two years (Figure 245). One individual indicated they were still being trafficked. Please see the notes of this visual for details of how the NOST provided resources to the individual.

Figure 245

How long has it been since you exited your human trafficking situation? This includes sex and/or labor trafficking.



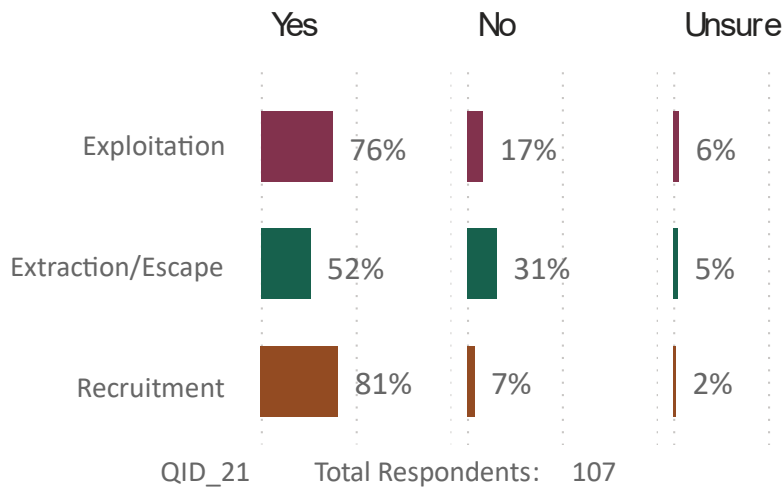
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

** The survey included logic (a follow-up question based on a previous response), if anyone selected that they were still being trafficked, it immediately provided resources on the next page that could be accessed to seek help. This process was survivor-informed before launching the NOST. Because the NOST was anonymized, senior researchers could not contact the survivor and provide further assistance. The survey resources included a link for chat or text support, the National Human Trafficking Hotline number, and a contact number for law enforcement. Survivor safety is of primary importance, and future studies will consist of reviewing this process with lived experience experts and updating it based on those recommendations.*

Regarding transportation, 107 survivors responded to some preliminary questions about transportation surrounding their trafficking experiences. Survivors shared that transportation had been used in their recruitment (81%), during their active exploitation (76%), and as a part of their exit (52%) (Figure 246, pg. 321). While this sub-sample is too small to draw concrete conclusions, it suggests that transportation is used consistently throughout the trafficking experience. Proper training and identification of those at risk and currently being exploited should be prioritized, with further research conducted to understand better the nuances of how and what transportation is used for various activities related to human trafficking. If survivors did not answer this survey question, they were not asked follow-up questions regarding how transportation was used during recruitment, exploitation, or extraction/escape. This survey question may become important in future studies, even if they select “Prefer not to answer.”

Figure 246

Was transportation used to move you around during any of the following times? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

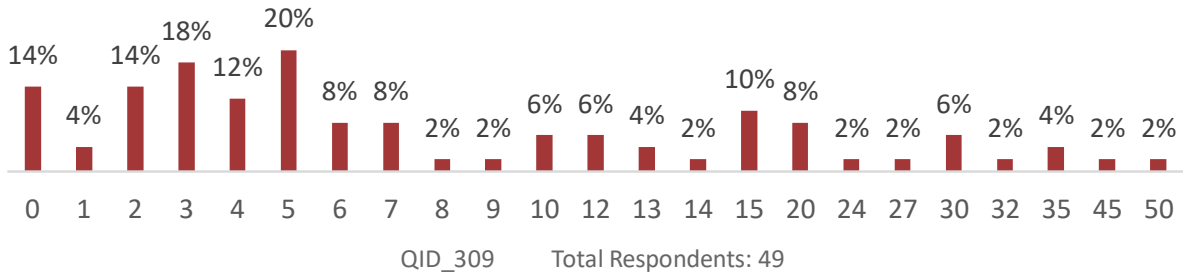
Labor Trafficking

Of the subsample of survivor respondents who had experienced labor trafficking exclusively and those who had experienced both sex and labor trafficking, additional questions pertaining specifically to labor trafficking were asked. Labor trafficking survivors were represented evenly across the industries and business sectors. While labor trafficking has been identified in specific industries worldwide, it is essential to recognize that the power dynamic between employers and employees provides opportunities for exploitation, regardless of the industry or sector.

Labor trafficking survivors said that during their trafficking, they were aware of other trafficking victims, ranging from no one else to a few individuals to upwards of 50 other victims (Figure 247). Eighty-one labor trafficking survivors shared the number of hours they were expected to work each day: 4-7 hours (13%), 8-9 hours (4%), 10-14 hours (13%), and 15-19 hours (12%) (Figure 248, pg. 325). The numbers a day per week worked were 2 (n=3), 3 (n=11), 4 (n=11), 5 (n=22), 6 (n=34), and 7 (n=40) (Figure 249, pg. 325). Seventy-four labor trafficking survivors were forced to work 6 and 7 days a week. Additionally, of the 120 respondents who identified as labor trafficking survivors (both labor trafficking alone and labor and sex trafficking), a large number shared how often they attempted an escape during their exploitation. The largest numbers (n=101) reported 1 through 5 times. Twenty-three said they had never tried to escape, and seven reported trying to escape 20+ times. Almost 86% attempted to escape at least once, ranging upwards to 20+ attempts (Figure 250, pg. 325).

Figure 247

During your exploitation as a labor trafficking victim, how many other victims were also human trafficked with you? If you had more than one trafficker, please provide your best estimate.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. This is a qualitative survey question that allowed open-text responses.

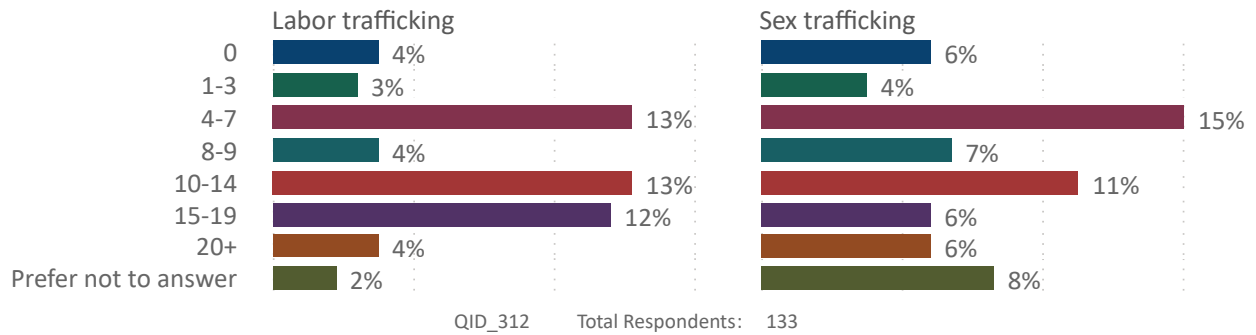


Runaways, foster kids, and youth that identify in the LGBTQ community may seek a ride with an unknown driver passing by.



Figure 248

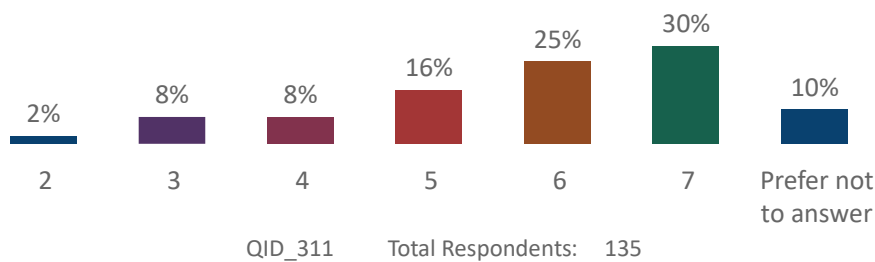
How many hours a day were you forced to work on average?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 249

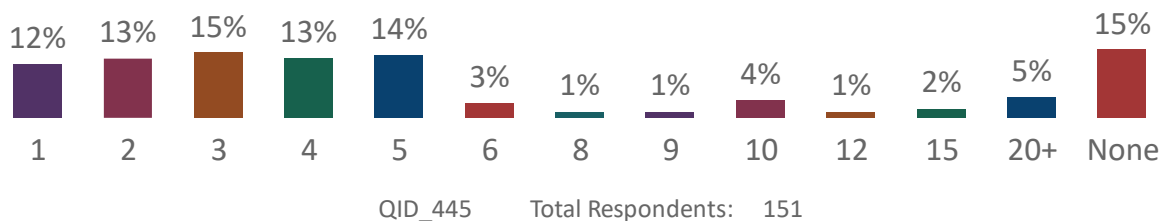
On average, how many days a week were you forced to work?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 250

How many times did you attempt to leave your human trafficker (s)? This is the total number of attempts including all human traffickers.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

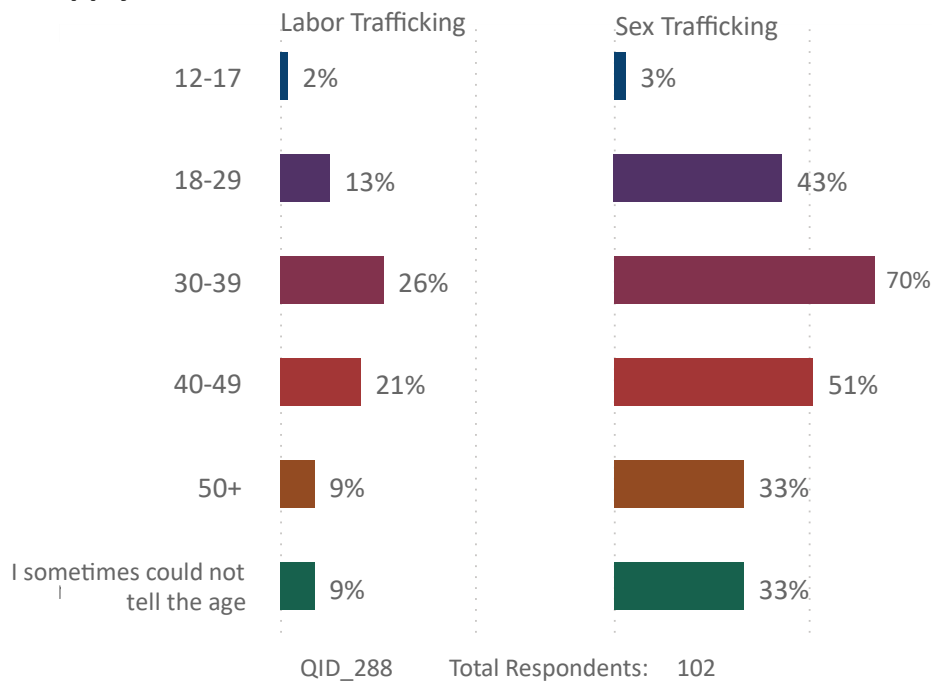
Sex Trafficking Players

The Sex Buyers

Of the subsample of survivor respondents who had either experienced sex trafficking exclusively or both labor and sex trafficking, questions were asked about their customers. Among 102 survivors, they shared that their customer's ages ranged from 12 years old to over 50 years old; among sex trafficking survivors exclusively, many customers (70%) were between 30 and 39; similarly, 27 survivors who were also labor trafficked, identified the same most frequent age range of customers (Figure 251). While non-binary, transgender male, and gender non-conforming buyers existed, those who paid for sex were overwhelmingly men (92%), followed by females (31%). Survivors could select all that applied (Figure 252, pg. 327). Survivors were purchased for sex across the U.S. (Map 2, pg. 327). It should be noted that the absence of a particular state is not necessarily indicative of a lack of sex trafficking in that geographic region. Instead, the sample of respondents that participated in this survey was not from these states, or their trafficking did not occur there.

Figure 251

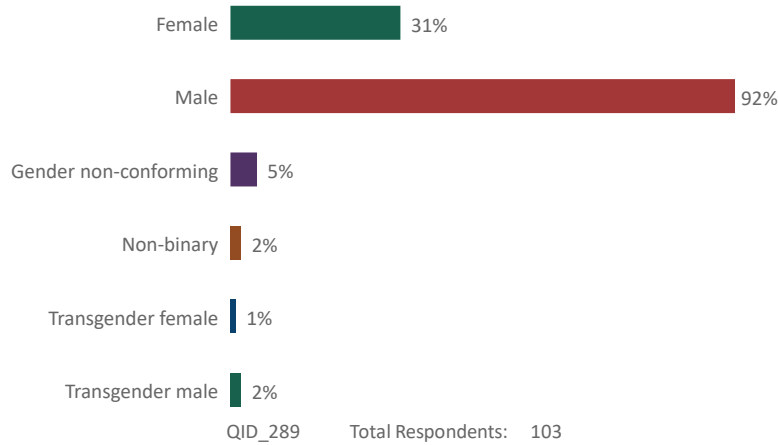
What age group(s) were those who paid for sexual services? Select all that apply.



Note: Statistics include responses from participating survivors of labor and sex trafficking and may not represent any larger population segment.

Figure 252

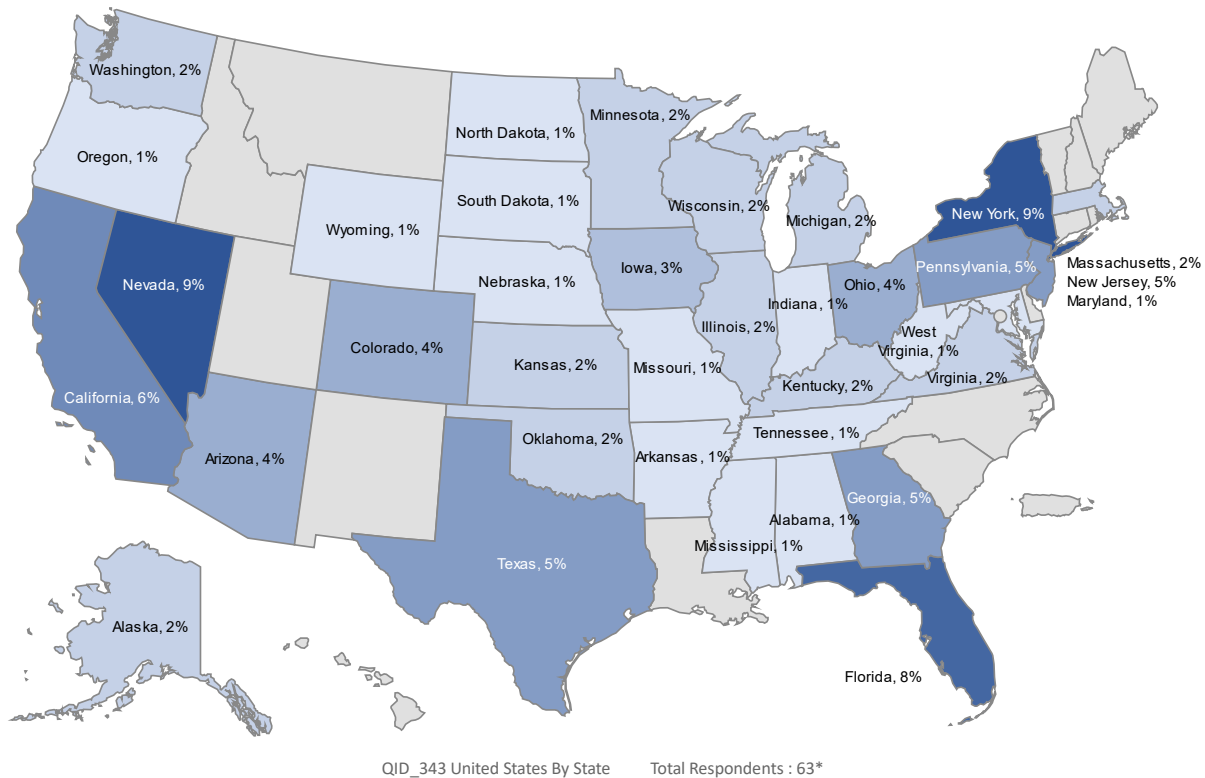
What gender were those who paid for sexual services? Select all that apply.



Note: Statistics include responses from participating survivors of sex trafficking and may not represent any larger population segment.

Map 2

SURVIVOR PROVIDED QUESTION: Please provide a list of geographic locations where you remember being trafficked. Locations can be identified by the name of town, city, state, or province, or, however you remember them.



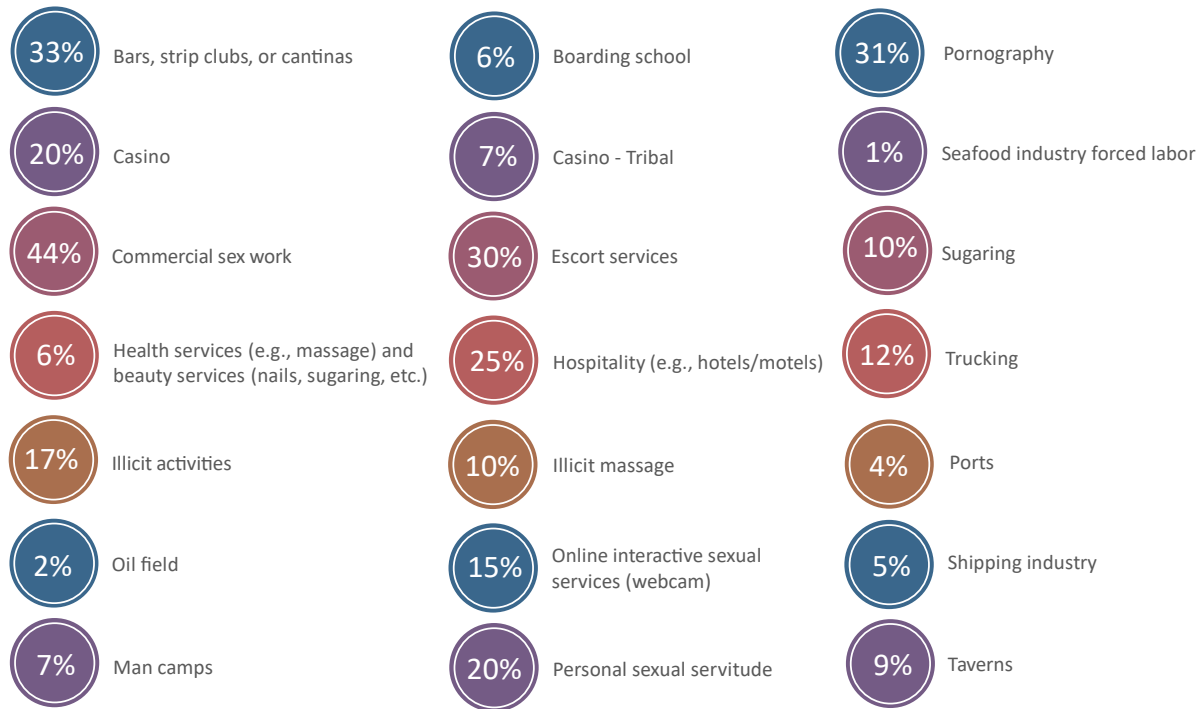
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.
* Out of 63 respondents, 53 confirmed the state(s) that they were trafficked in; however, an additional 10 respondents provided locations that could have been in several different states, did not know where they were trafficked or opted not to respond. Those 10 responses are not included on the map. It should be noted that the absence of a particular state is not necessarily indicative of a lack of sex trafficking in that geographic region.

Based on survivor responses, the demand for commercial sex included bars, strip clubs, and cantinas (33%), pornography (31%), escorting services (30%), and personal sexual servitude (20%). This exploitation also happened in hotels and motels (25%), casinos (20%), online webcams (15%), and trucking locations (12%) (Figure 253).

Over the years, there has been much discussion about whether large public events, such as sporting events and business conventions, increase trafficking in and around them. Among 139 survivors who answered questions about being trafficked at events, 61% stated they were never trafficked at the events listed. Survivors shared that they were most trafficked at the Master’s Golf Tournament and the National Basketball Association (NBA) Finals (each 10%), Kentucky Derby and Kentucky Oaks (each 7%) (Figure 254, pg. 329). Among 53 survivors, 53% had primarily experienced sex trafficking, 40% had experienced labor trafficking, and 13% experienced both labor and sex trafficking at events (Figure 255, pg. 330). The most common means of being transported to these events were almost exclusively privately-operated means, including the trafficker's vehicle (23%), ferry/water canal (23%), a private bus (21%), a rental vehicle (18%), and a party bus (14%) (Figure 256, pg. 330).

Figure 253

SURVIVOR PROVIDED QUESTION: Please confirm if you were sex trafficked in any of the following places . Select all that apply.

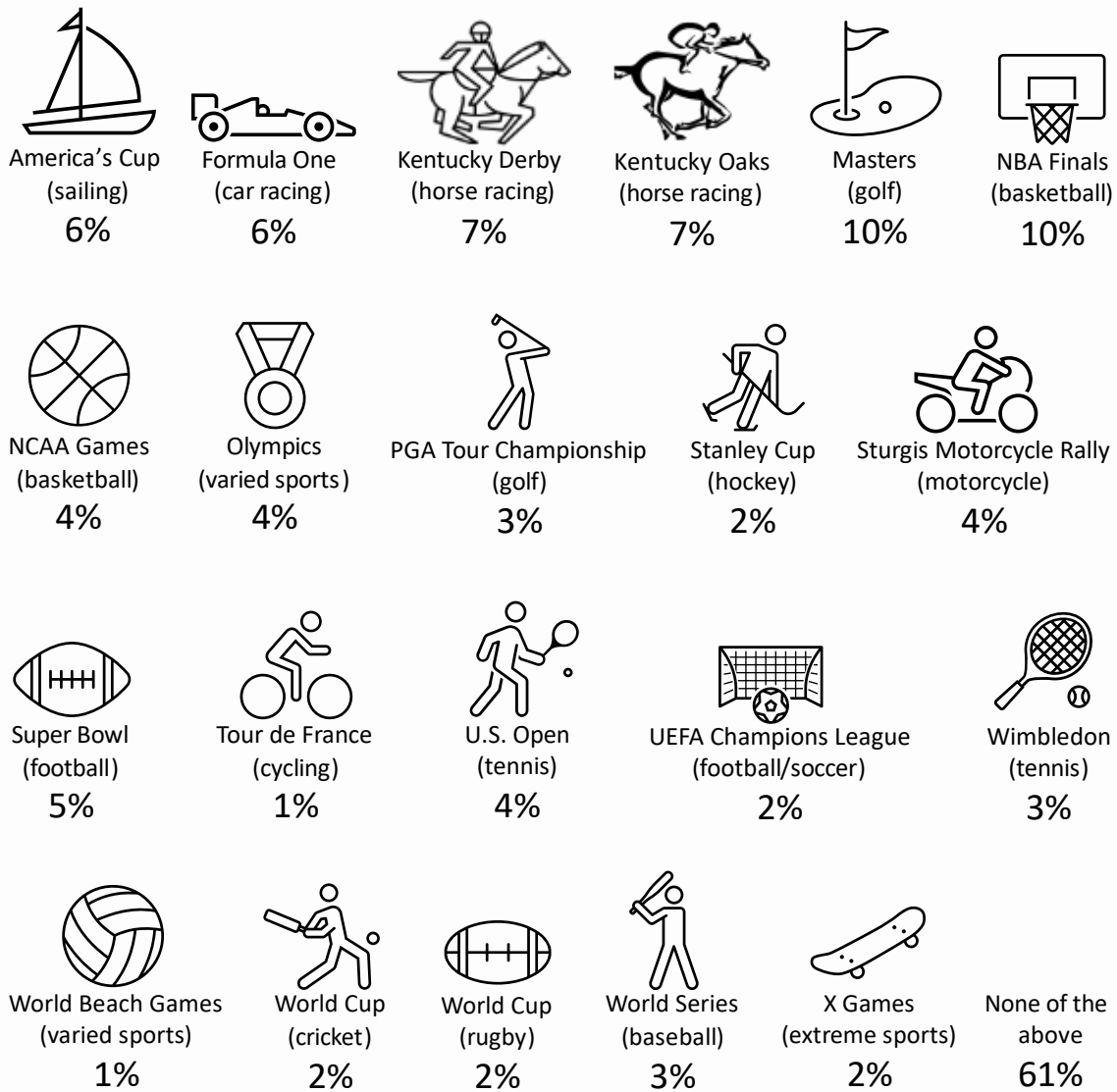


QID_282 Total Respondents: 81

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. Open responses to this survey question include Brothel (2%), Child Pedophilic Group (1%), Conventions (1%), Family car, Religious site (1%), Ice fishing houses (1%), In a house I lived (1%), In homes (4%), Local mall (1%), My trafficker’s home (1%), Private men’s events and parties (1%), and Webcam that was shown to others (1%).

Figure 254

Please confirm if you were human trafficked at any of the following sporting events. Select all that apply.



QID_305 Total Respondents: 139

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 255

How were you human trafficked at the event(s)? Select all that apply.

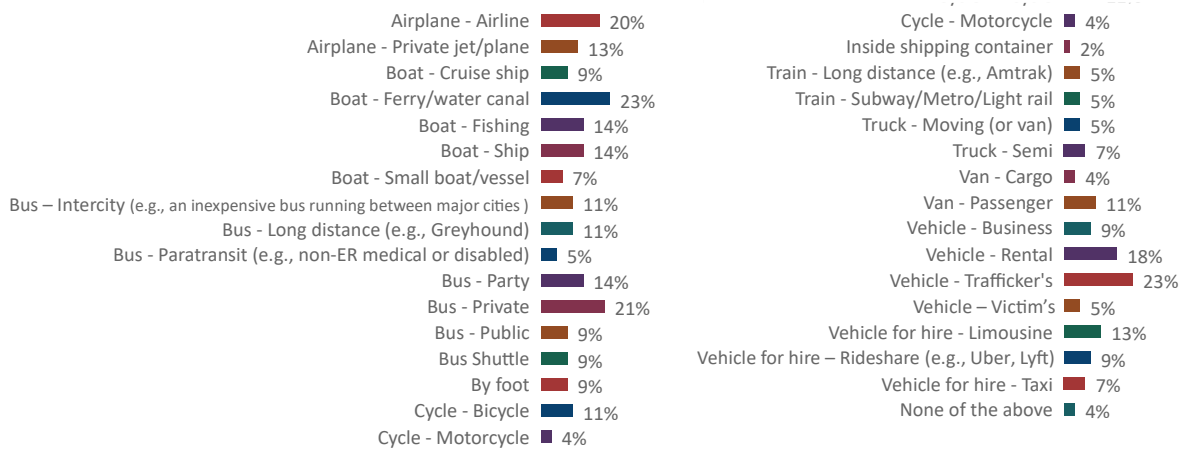


QID_307 Total Respondents: 53

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 256

What transportation method(s) was used to take you to the sporting event(s)? Select all that apply.



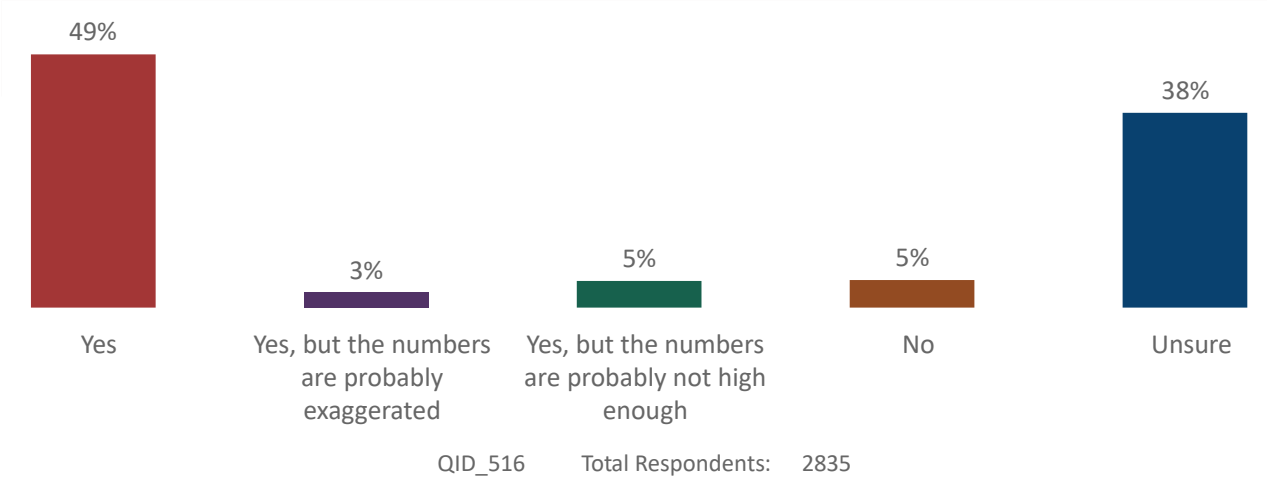
QID_306 Total Respondents: 56

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Respondents across transportation and service providers were asked whether they believe human trafficking increases during sports-related events. Among 2,835 respondents who answered this question, 57% said it increased, 5% said no, and 38% were unsure (Figure 257, pg. 331).

Figure 257

Do you believe human trafficking increases during sports -related events?



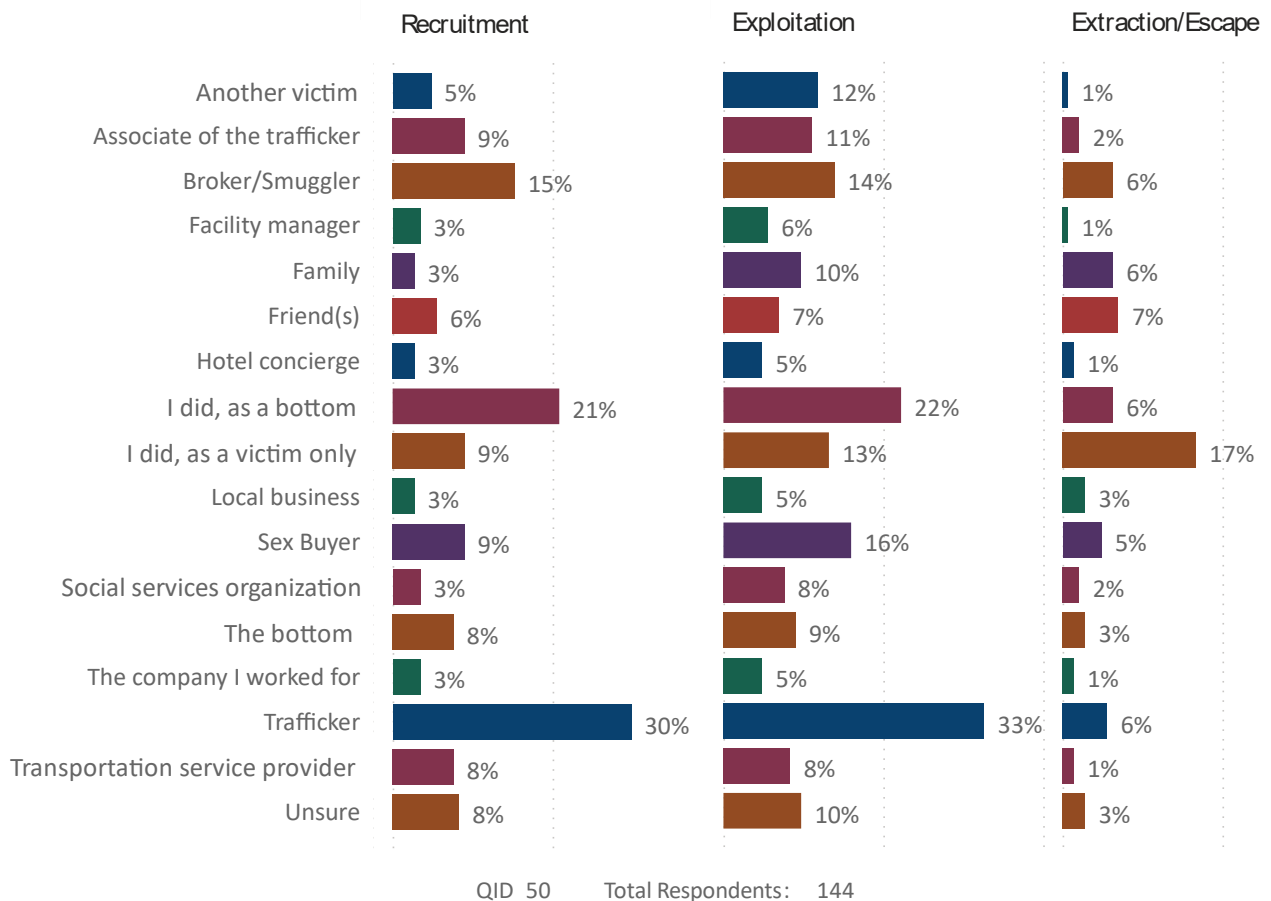
Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Some advocates call for legislation to support demand reduction initiatives that educate sex buyers on how their behaviors contribute to the trafficking and exploitation of marginalized and vulnerable individuals. Some activists advocate empowering buyers to identify victims and help them exit dangerous and exploitative situations. NOST data provide insight into how traffickers and their associates interact with victims with respect to transportation, including that used to reach buyers during the survivor’s exploitation.

Findings from 144 survivors show that traffickers are most likely to support transportation for sex trafficked persons during their recruitment (30%) and active exploitation (33%). They are unlikely to pay for a survivor’s transportation in their exit or escape (6%). Sex trafficker victims who control other victims (“bottoms”)⁴⁵² were much more likely to pay for transportation during a new victim's recruitment (21%) or an active victim's exploitation (22%) than to assist with their escape (6%). Based on existing research,⁴⁵³ this data could suggest the dynamics in play: a lack of access to independent financial resources that the bottom otherwise could have spent on exit and escape funds for other victims (i.e., they could only have access to their traffickers’ bank accounts and not their own), or, a fear of the punishment due to a bottom at the hands of the trafficker if it was discovered the bottom had aided a victim in escape (Figure 258, pg. 331).

Figure 258

If paid transportation was used during recruitment, exploitation, or extraction/escape, who paid for transportation fares? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment

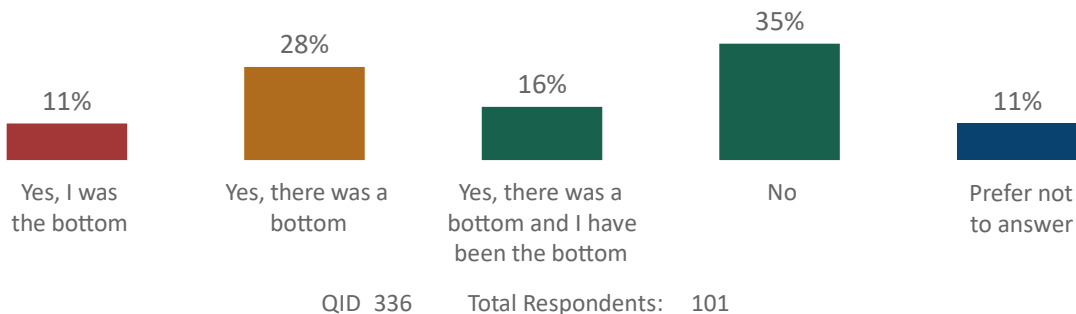
While the survivor dataset is relatively small compared to the likely number of human trafficking victims, NOST results raise critical points for consideration, e.g., in further hypothesis development. Buyers may be motivated to spend money and time participating in the portions of trafficking-related activities that ultimately benefit them; however, they are not likely to help someone in need. This could be due to fear of self-disclosure by the victim, due to the victim not seeing a buyer as a person who is trustworthy based on the trauma experienced up to that point, or due to the buyer's desire to engage in a fantasy that benefits only them.

Bottoms

A subsample of 101 survivor respondents answered questions about bottoms (Figure 259, pg. 333). Among questions about the activities that bottoms took part in or oversaw for the trafficker, 55% said there was a bottom, including 11% who said they were also a bottom. In all, bottoms were expected to participate in incriminating activities, including but not limited to arranging commercial sex transactions (e.g., posting advertisements, scheduling appointments with sex buyers, driving, reserving hotel rooms and transportation, purchasing supplies for commercial sex transactions); recruiting, supervising, and training other victims under the control of the same trafficker; and managing the money collection and the sexual relationship with the trafficker.

Figure 259

Did your sex trafficker(s) have a "bottom?" The "bottom" refers to several different phrases that may have been used for the trafficker's "right hand" individual, such as mamasan, madam.

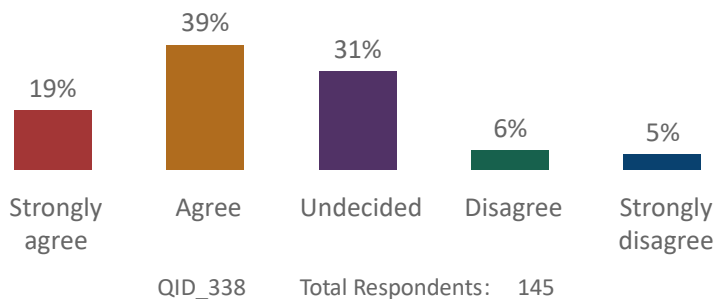


Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Survivor respondents were also asked if they believed bottoms are abused more than other victims, and 58% agreed that bottoms experience more abuse (Figure 260). When dividing this subsample out into categories of specific, lived experiences with a bottom, some individuals had been a bottom themselves and knew others who were bottoms, indicating that those who had this firsthand experience had a depth of understanding of the force, fraud, and coercion they had lived through while in that role, which was not always known or understood by the other victims under the control of their trafficker. This finding suggests that while survivors hold invaluable insight into trafficking and exploitation and are experts in their own lives and experiences, they are not always knowledgeable about experiences that do not align with their own. Survivors will have distinct and diverse experiences that inform their current perspectives and work. This is an important discussion point for Survivor Leadership and addressing the systemic issues that tokenism can cause.

Figure 260

To what extent do you agree or disagree with this statement, "The bottom is abused by the human trafficker more than other victims are."



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Trafficking Networks

Victims of trafficking are not often trafficked in isolation. They almost always know of other victims experiencing the same exploitation. This is essential for anti-trafficking efforts regarding the capacity needed for victim services when the identification of trafficking occurs, or a law enforcement investigation begins. Survivors shared that they knew of other victims, anywhere from one individual to upwards of 20; an overall average of 7 other victims they knew of during the time they were being trafficked. This average varied by the type of trafficking and age of other victims. Most uncommon was for entire families of origin to be trafficked together, with only nine survey respondents in the subsample of 135 stating that their family members were trafficked alongside them (Figure 261, pg. 335).

Traffickers

Among 137 survivor respondents shared that they had an average of four traffickers over the course of their exploitation, with a range from one to more than 11 (Figure 262, pg. 335). Individuals who experienced labor and sex trafficking had an average of five traffickers, labor trafficked exclusively had five traffickers, and sex trafficked exclusively averaged four traffickers.

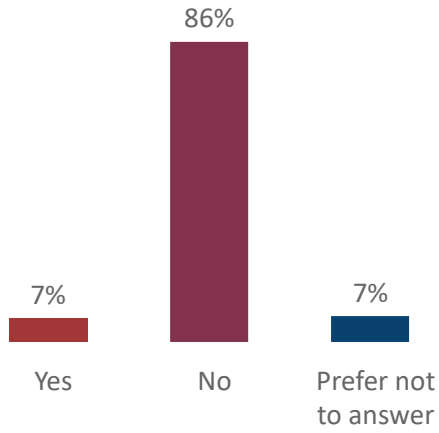
Traffickers ranged in age from younger than 11 to over 50 years old, the most common age being between 30 and 39 years old (55%), followed by between 18 and 29 years old (41%) and 40 and 49 years old (35%) (Figure 263, pg. 336). A follow-up question was not provided about minors who were considered traffickers and in what capacity. Future research would benefit from including this follow-up question. Traffickers were more than twice as likely to be men (87%) than women (36%); however, survivors also shared that their traffickers were gender nonconforming (6%), nonbinary (2%), trans female (2%), and trans male (1%) (Figure 264, pg. 336).

In the initial grooming process of 163 survey respondents, they said it was most common for the trafficker to be the individual who directly facilitated the recruiting and grooming (43%) (Figure 265, pg. 337). Traffickers used a wide variety of tactics to recruit their victims, with the most common being combinations of financial support (47%), manipulation (37%), emotional support (33%), protection (31%), romance (27%), and housing (23%) (Table 47, pg. 337).

Traffickers leverage their relationship status with the victim or community affiliation to maintain control over their victims. Among more than 124 respondents, data showed that traffickers were commonly business owners (29%), buyer of sex (25%), drug dealer (22%), affiliated with domestic gang operations (19%), labor recruiter (17%), intimate partner (16%), employer (14%), authority figure, humanitarian worker, or landlords (each 10%) religious leader (8%), diplomat (6%), and family member (3%-11%) (Table 48, pg. 338). These statuses and some forms of affiliation make it significantly more difficult for victims to self-disclose their trafficking and much less likely for other community members to believe them.

Figure 261

Was your family forced to work with you?

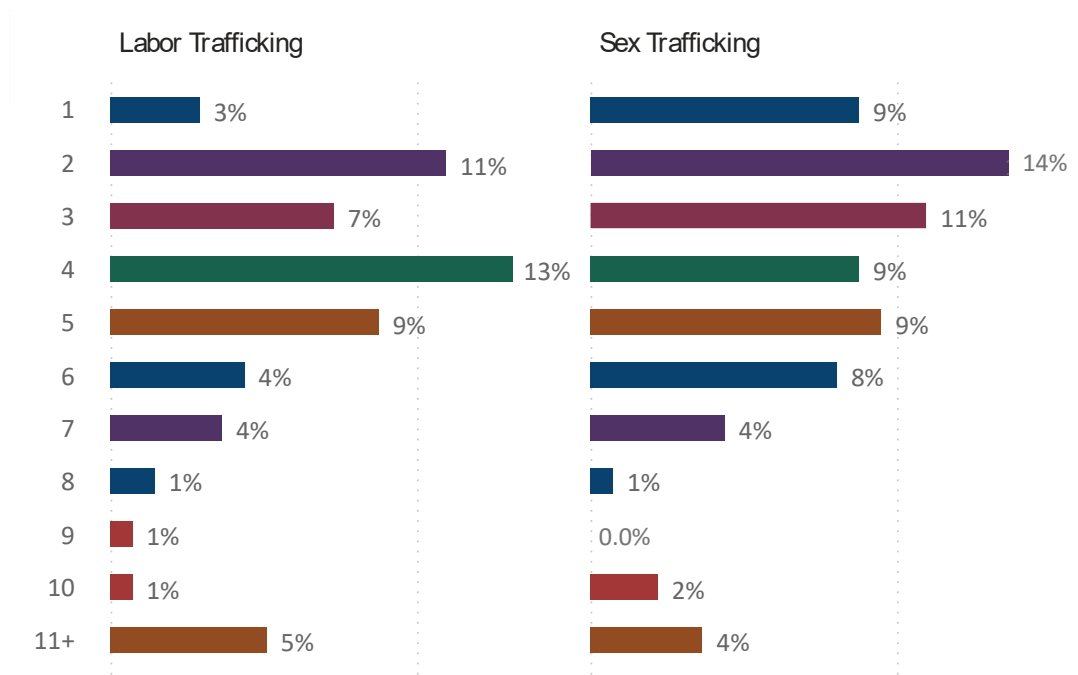


QID_313 Total Respondents: 135

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 262

How many human traffickers did you have?

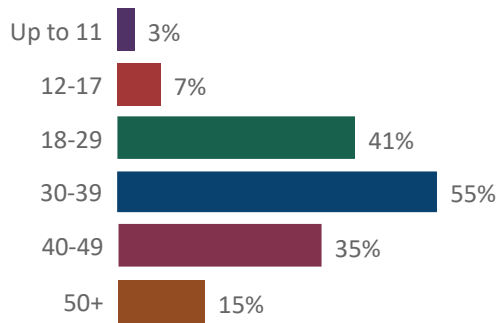


QID_283 Total Respondents: 137

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 263

**What age group(s) was your human trafficker(s)?
Select all that apply.**

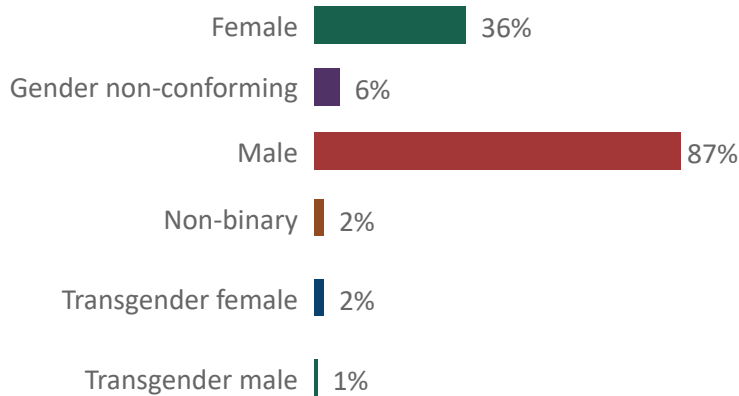


QID_286 Total Respondents: 134

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 264

What gender did your human trafficker(s) identify as? Select all that apply.



QID_287 Total Respondents: 134

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

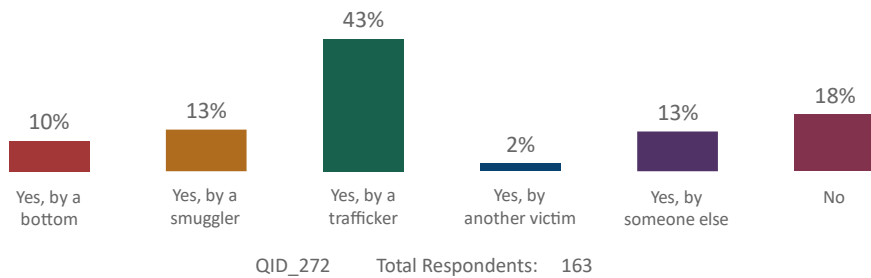
During the trafficking experience, traffickers used additional variations in tactics to maintain control over their victims. These included manipulation (44%), threats of harm (36%), physical violence (38%), emotional abuse (36%), sexual violence (37%), constant surveillance or monitoring (30%), gaslighting (a form of manipulation and psychological control) (29%), and extreme intimidation (29%) (Table 49, pg. 339).

Specifically related to physical restraint, abuse, and control, survivors shared that they experienced different methods at different recruitment, exploitation, and escape points. It was more common for survivors to experience some form of physical restraint during their trafficking. There were slight differences in tactics used for different types of trafficking.

While some physical restraint happened during the recruitment, survivors experienced an average of 1.7 forms of restraint or violence during this period. Overall, 112 of 138 respondent survivors who experienced restraint during their exploitation had an average of two types of physical restraint or violence (Figure 266, pg. 340). The NOST data shows the types of restraint used during recruitment, exploitation, and extraction or escape for labor and/or sex trafficking survivors. Amidst growing discussions of sensationalism in anti-trafficking awareness collateral and tools, insight from the 138 survivors who answered this survey question can be informative and reflective of the anti-trafficking tools used. Some responses reflect constraint types but also “None of the above.” Further research will differentiate those who experienced constraint from those who select “none of the above.”

Figure 265

Were you recruited or groomed prior to exploitation? For example, being recruited or groomed by an intimate partner, smuggler, another victim, cult-like group, etc.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Table 47

The question is split into two questions to include a longer list of potential answers. Please confirm the form of recruitment used that led to your exploitation. Select all that apply.

Resources Needed	Percentage	Resources Needed	Percentage
Abduction	27%	Fraudulent job offer	17%
Business card	14%	Guaranteed work	16%
Ensured safety	20%	Manipulation	37%
Exploiter posed as sponsor/benefactor	11%	Misrepresented visa contracts	3%
Fake or misrepresented contract	14%	Misrepresented wages	6%
Fake romance interest	27%	Misrepresented working conditions	10%
False promise of housing/shelter	23%	Offered surrogate family	11%
Family member referral	14%	Offered trust in religious organization	8%
Fraudulent immigration promises to obtain legal documents	6%	Online classified ad	5%
QID_273 Total Respondents: 132			
Poster at school	3%	Promised protection	31%
Promise of flourishing career	21%	Promised safe passage to another country	7%
Promised free transportation to work	15%	Promised safe passage to another country if victim carries drugs across border	4%
Promise to leave safely, if desired	28%	Promised safe working conditions	16%
Promised educational benefits	19%	Promised sports career	4%
Promised emotional support	33%	Promised travel	14%
Promised financial support	47%	Webcam website	3%
Promised marriage	10%	Word-of-mouth referral	7%
QID_274 Total Respondents: 118			

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Table 48

The question is split into two questions to include a longer list of potential answers. Please confirm if your human trafficker was any of the following. Select all that apply.

Trafficker	Percentage	Trafficker	Percentage
Acquaintance	17%	Diplomat	6%
Athletic coach	1%	Drug dealer	22%
Authority figure	10%	Employer	14%
Boyfriend/girlfriend	16%	Family member (other)	8%
Business owner	29%	Family member (parent)	11%
Buyer (sex)	25%	Family member (sibling)	3%
Carnival owner	4%	Family member (spouse)	3%
Charitable organization	7%	Friend	13%
Contractor	7%	None of the above	11%
QID_284 Total Respondents: 134			
Gang or cartel - domestic	19%	Relationship unknown	11%
Gang or cartel – international	6%	Religious leader	8%
High-ranking official	13%	Royal member	3%
Humanitarian worker	10%	Smuggler	17%
Intimate partner	16%	Staffing agency	6%
Labor recruiter	17%	Stranger	15%
Landlord	10%	Student	2%
Manager or supervisor	8%	Subcontractor	1%
Modeling agency	6%	Transportation worker	5%
Organized human trafficking network	12%	None of the above	4%
QID_285 Total Respondents: 124			

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Table 49

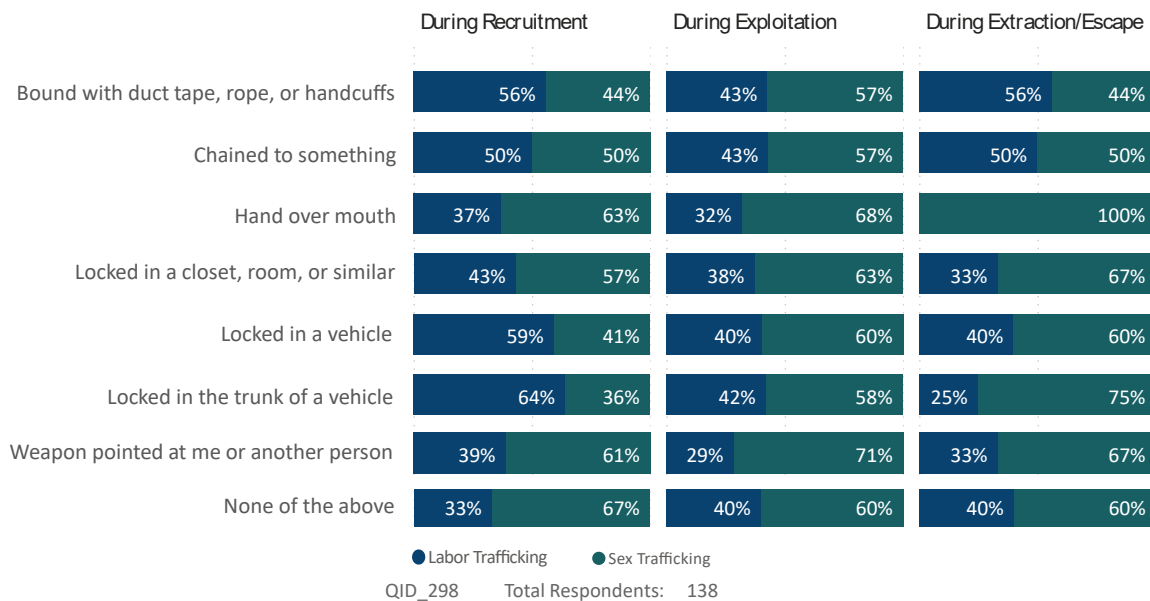
The question was split into multiple questions to include a longer list of potential answers. Which method of control was used by your human trafficker(s)? Select all that apply.

Method of Control	Percentage	Method of Control	Percentage
Abusive migration journey	12%	Denied sanitary toiletries	11%
Altered contract	7%	Denied sleep	27%
Blacklist from future jobs	10%	Denied transportation outside work hours	7%
Confiscation of driver’s license	17%	Discrimination – Other	3%
Confiscation of identification documents	21%	Discrimination - Racial	5%
Constant surveillance or monitoring	30%	Emotional abuse	36%
Controlled after -hours activities	24%	Expired visa	5%
Crowded housing	11%	Exploit familial or intimate relationship	14%
Death threats	43%	Exploitation of language barriers	4%
Debt repayment with little to no wages paid	11%	Extreme intimidation	29%
Denied education	12%	Forced illicit substances	20%
Denied housing	6%	Forced to live at business location	9%
Denied legal assistance	11%	Frequent relocation	10%
Denied proper work safety gear	4%	None of the above	6%
QID_300 Total Respondents: 133			
Gang intimidation	23%	Revenge porn	8%
Gaslighting	29%	Sexual violence	37%
High rent payments	13%	Substance abuse exploitation	20%
High transportation fees	6%	Threats of calling law enforcement	12%
Isolation and confinement	33%	Threats of deportation	4%
Lack of access to hygiene products	25%	Threats of harm	36%
Little to no access to wages	29%	Threats of homelessness	20%
Little to no work breaks	16%	Threats of shame	26%
Long work hours	33%	Threats of violence to family	25%
Manipulation	44%	Threats of behavior	22%
Paid-per-piece instead of hourly wages	6%	Told lies that no one cares	28%
Peer pressure	15%	Unrealistic quotas	15%
Physical violence	38%	Verbal abuse	33%
Restricted access to food	24%	None of the above	3%
Restricted access to healthcare	22%		
QID_301 Total Respondents: 123			

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 266

SURVIVOR PROVIDED QUESTION: Please confirm if you were ever restrained in any of the following ways during your exploitation. Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. It is also important to note that the data from this survey question includes a “None of the above” option, and the corresponding percentages may not reflect accurately from coding the question in the survey design; hence, the data is included only for reflective purposes.

Opportunities for Intervention

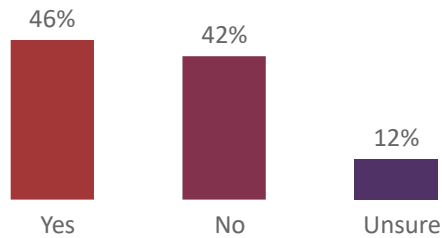
The Transportation Sector

While recruiting a new victim, traffickers often offer transportation to leave should they change their minds about the relationship or employment opportunity provided; however, those promises help lure the victim into exploitation, even if transportation is not provided for them to leave. Almost half (46%) of 127 respondents who answered the question said they were offered transportation during the recruitment phase of their exploitation (Figure 267, pg. 341); however, 57% of respondents said that despite wanting to leave, they were never given access to the promised transportation to be able to do so. Only nineteen respondents (16%) said they never wanted to leave (Figure 268, pg. 341). This supports existing research that shows that while trafficked persons may present as willing participants or even accomplices, an individual may desperately need outside intervention to help them exit their abuse.

Trafficked individuals used all forms of transportation across their recruitment, active exploitation, and escapes. Transportation professionals are uniquely positioned to intervene before or during a person’s exploitation. While transportation professionals might encounter victims and survivors at any point in their experiences, respondents revealed that, when experiencing human trafficking as victims, they were most likely to access transportation during their recruitment, followed by their active exploitation, and lastly, during their exit or escape, as discussed earlier in this chapter (Figure 258, pg. 332).

Figure 267

During recruitment, were you promised a transportation ticket home if you decided to leave?

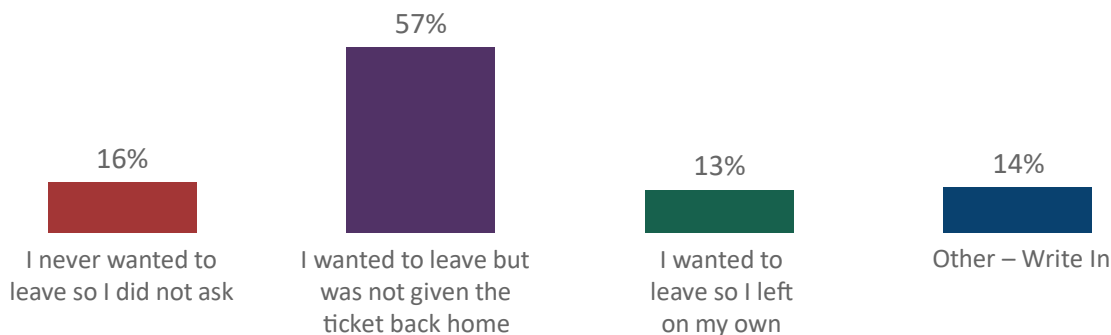


QID_278 Total Respondents: 127

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 268

What was the outcome of the promise of a ticket home?



QID_279 Total Respondents: 122

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

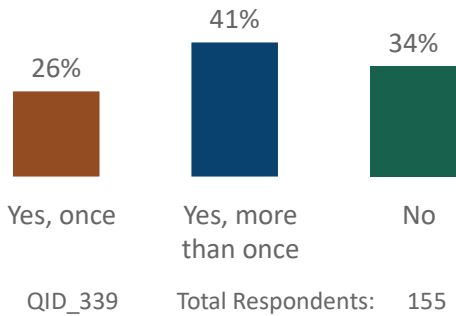
Relocation was a significant theme amongst the survivor survey respondents. About one-quarter (26%) of respondents relocated one time during their trafficking, while an additional 41% relocated more than once during their trafficking (Figure 269, pg. 342). Relocation happened primarily in the traffickers' private vehicles (35%), but also by private buses (19%), long-distance buses, shuttles, or airlines (each 12%), and airports (7%) (Table 50, pg. 342). These transportation types suggest that when victims are relocated, they tend to be relocated significantly from their place of recruitment or initial exploitation and potentially a long distance from their family of origin or any pre-existing community support systems.

The National Action Plan to Combat Human Trafficking calls for continued awareness raising by the government, as well as training within private companies in the transportation sector.⁴⁵⁴ As noted, respondent data from 159 survivors suggests that the primary means of transporting victims during their trafficking were in the trafficker's vehicle (22%), followed by private bus and by foot (each 15%). Professionals in transportation and travel reservation services, auto maintenance, roadside assistance, state welcome centers, gas stations, etc., should

be educated in human trafficking as they are most likely to interact directly with a trafficker or their victims. The other most common means of transportation for trafficked persons included shuttle bus (14%), airplane-airline (13%), and public bus and at the airport (each 12%) (Table 51, pg. 344).

Figure 269

Were you relocated by your human trafficker?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Table 50

Which transportation method(s) was used during your relocation? Select all that apply.

Transportation Method	Percentage	Transportation Method	Percentage
Airplane – Airline	12%	Cycle – Bicycle	2%
Airplane – Private jet/plane	4%	Inside shipping container	2%
Boat – Cruise ship	7%	Train – long distance (e.g., Amtrak)	3%
Boat – Ferry/water canal	8%	Train – Subway/Metro/Light Rail	3%
Boat – Fishing	6%	Truck – Moving (or van)	5%
Boat – Ship	6%	Truck – Semi	4%
Boat – Small boat/vessel	2%	Van – Cargo	3%
Bus – Intercity (e.g., an inexpensive bus running between major cities)	8%	Van – Passenger	10%
Bus – Long distance (e.g., Greyhound)	12%	Vehicle – Business	7%
Bus – Paratransit (e.g., non-ER medical or disable)	2%	Vehicle – Rental	10%
Bus – Party	4%	Vehicle – Trafficker’s	35%
Bus – Private	19%	Vehicle – Victim’s	10%
Bus – Public	9%	Vehicle for hire – Limousine	5%
Bus – Shuttle	12%	Vehicle for hire – Rideshare (e.g., Uber, Lyft)	4%
Bus – Trolley	1%	Vehicle for hire – Taxi	5%
By foot	6%	Unknown	9%
QID_340 Total Respondents: 97			

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.



Observing for signs of human trafficking is complex, knowing it might lead to misidentification.

Traffickers often hide behind the internet's anonymity when securing transportation through a third party. Only 44% of respondents said that online booking websites were never used to relocate them (Figure 270, pg. 345). According to 42 survey respondents, transportation reservations were secured in the victim's legal name (17%) or alias (33%). Traffickers tend to place as much legal liability on their victims as possible. Twenty-four percent of 42 respondents indicated this was a common practice in their trafficking situation (Figure 271, pg. 345). Such data may be helpful background when training law enforcement.

The NOST shows that most frontline transportation workers want to identify signs of human trafficking while on the job. Among 3,137 survey respondents who answered this question, 85% wanted to be trained in identifying human trafficking victims, and 81% specifically wanted training to learn the indicators of human trafficking (Figure 272, pg. 346). Twenty-five percent of trafficking survivors said an individual providing transportation services offered help at least once (Figure 273, pg. 346). Of those who had helped, airport staff (19%), bus driver (19%), border agent (16%), convenience store personnel (16%), airline ticketing staff (16%), gate attendants for airlines (14%), security guards (14%), truck drivers (11%), limousine driver or taxi driver (each 8%), police (5%), and rideshare drivers (5%) were indicated most frequently in the survey responses (Figure 274, pg. 347). These responses align with existing groups of professionals and transportation sub-sectors that are actively engaged in human trafficking education and response protocols as agencies and corporations, suggesting that with education, more individuals providing transportation services will learn to recognize trafficking victims when interacting with them and feel confident offering to connect them with support services in the future.

Table 51

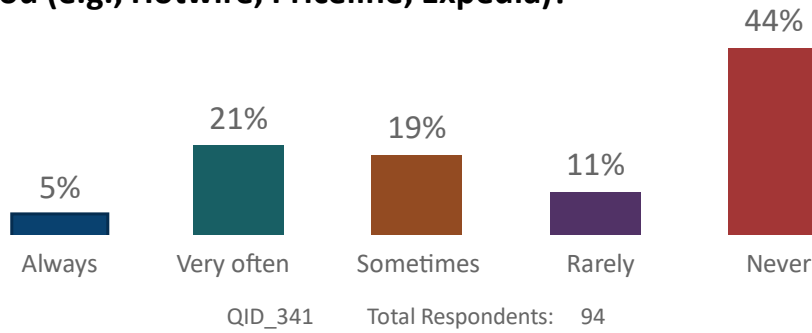
SURVIVOR PROVIDED QUESTION: Which transportation method was used within a country? Select all that apply.

Transportation Method	During recruitment	During exploitation	During extraction or escape
Airplane – Airline	12%	13%	10%
Airplane – Private jet/plane	9%	8%	3%
Airport	9%	12%	6%
Boat – Cruise ship	9%	6%	1%
Boat – Ferry/water canal	7%	5%	6%
Boat – Fishing	5%	8%	3%
Boat – Ship	5%	7%	4%
Boat – Small boat/vessel	5%	6%	2%
Bus Intercity (e.g., an inexpensive bus running between major cities)	5%	11%	3%
Bus – Long distance (e.g., Greyhound)	12%	11%	8%
Bus – Paratransit (e.g., non-ER medical or disabled)	4%	6%	1%
Bus – Private	16%	15%	4%
Bus – Public	9%	12%	7%
Bus – Shuttle	9%	14%	3%
Bus – Trolley	6%	4%	1%
By foot	10%	15%	7%
Cycle – Bicycle	5%	5%	3%
Cycle – Motorcycle	6%	4%	1%
Shipping container	5%	4%	1%
Train – Long distance (e.g., Amtrak)	3%	5%	1%
Train – Subway/Metro/Light rail	4%	7%	1%
Truck – Moving (or van)	7%	11%	4%
Truck – Semi	5%	6%	1%
Van – Cargo	4%	4%	2%
Vehicle – Business	4%	6%	4%
Vehicle – Rental	6%	9%	5%
Vehicle – Trafficker’s	18%	22%	6%
Vehicle – Victim’s	9%	10%	5%
Vehicle for hire – Limousine	4%	7%	4%
Vehicle for hire – Rideshare (e.g., Uber, Lyft)	4%	6%	4%
Vehicle for hire – Taxi	6%	8%	7%
Unsure	33%	42%	16%
QID_49 Total Respondents 159			

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment .

Figure 270

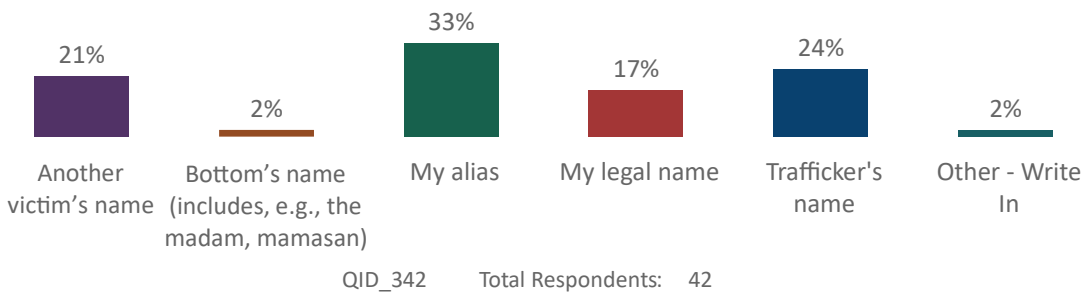
How often were online booking websites used to relocate you (e.g., Hotwire, Priceline, Expedia)?




Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 271

Whose name were the tickets most often registered under? Do not provide a person's actual name.



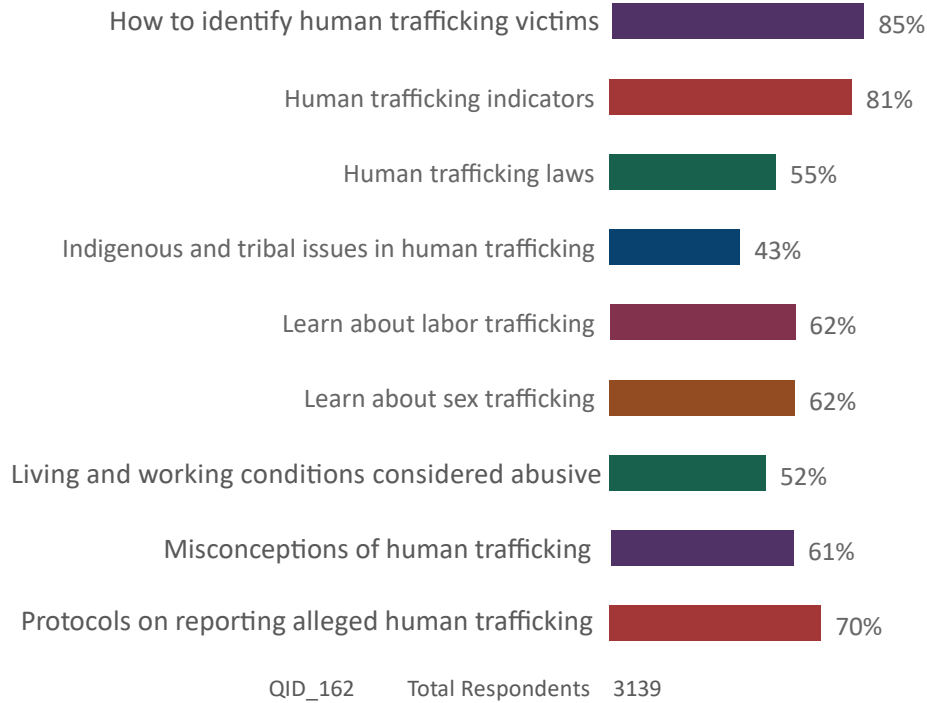
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.



Minors who are being human trafficked may display signs of isolation and not interact with other youth.

Figure 272

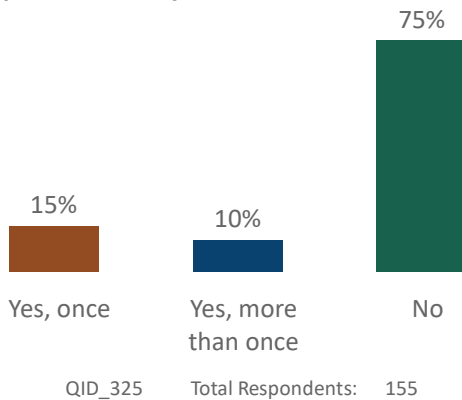
Would you like to receive human trafficking training in the following areas? Select all that apply.



Note: Statistics include responses from respondents in all groups (except survivors) and may not represent any larger population segment.

Figure 273

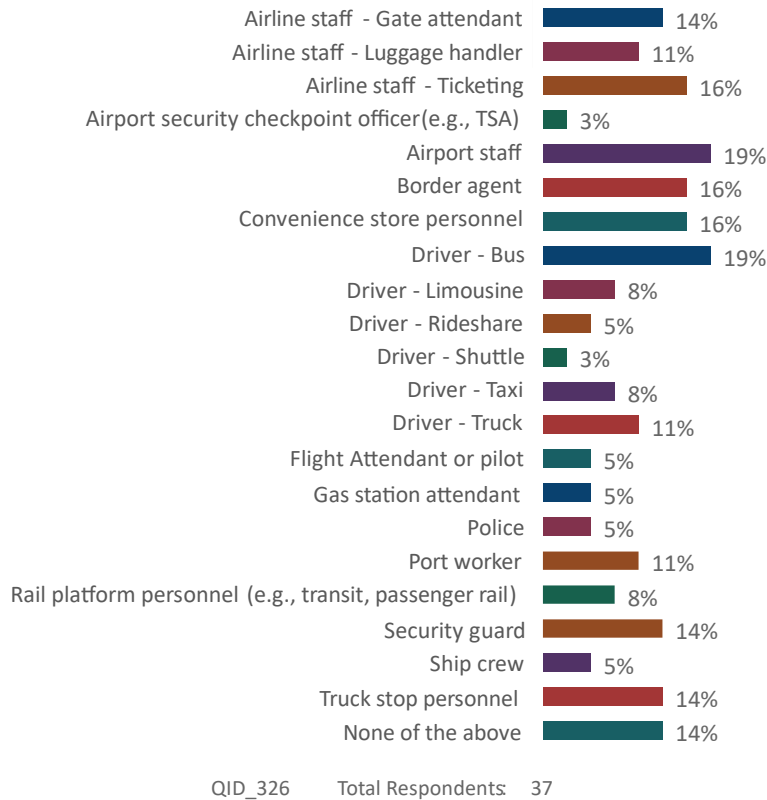
During the time(s) you were trafficked, did anyone involved in transportation stop and ask if you were ok?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 274

Which transportation personnel offered to provide you help . Select all that apply.

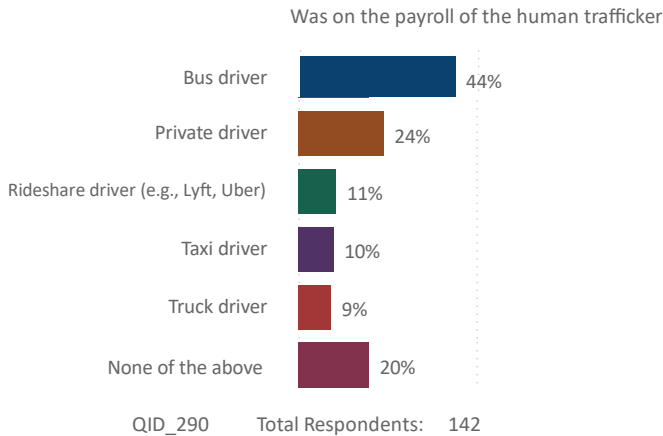


Note: These statistics include responses from participating labor and/or sex trafficking survivors and may not represent any larger population segment.

Unfortunately, some individuals providing transportation services were complicit in a person’s prolonged victimization. Participating survivors shared their experiences of some transportation workers being compensated for participating or looking the other way depending on the industry they were a part of and how money could be paid to them without increasing suspicion. Based on data collected from survivors, private drivers were more likely to be on traffickers’ payroll (24%), taxi drivers (10%), and truck and rideshare drivers were almost equally likely to be on the traffickers’ payroll (9% and 11%, respectively) (Figure 275, pg. 348). For individuals providing transportation services, the most common interaction was trafficking the victim (31%), robbing the victim (25%), and passively witnessing the physical abuse of the victim by the trafficker in the back seat (16%), after which the trafficker tipped the driver extra. Other abuses included coercing sex in exchange for transportation costs (20%), coercing sex not to call the police (16%), and attempting to traffick the victim (13%). Among the 161 survivor respondents, 22% said none of these transportation interactions had happened to them (Table 52, pg. 348). Such details help us understand the harsh, social reality of human trafficking, and it may be a gentle reminder that these individuals who caused harm to survivors are not representative of the larger transportation sector workforce. *As discussed in this report, the data collected represents the experiences of participating survivors and may not represent any larger population. The majority of transportation workers participating in the NOST are not ambivalent about human trafficking but instead appear committed to combating this crime, as illustrated by their stated interest in receiving additional training on various anti-trafficking topics (See QID_162, n=3139).*

Figure 275

Did any of the following drivers have special payment arrangements with your human trafficker to help facilitate your exploitation? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. The NOST documents survivors’ experiences that may vary regarding negative and positive interactions with different groups. Each experience must be for evaluating, refining, and implementing counter-trafficking efforts. This question is victim-centered, identifying drivers based on the type of transactions a victim may have observed occurring with third parties providing transportation services. The majority of transportation workers participating in the NOST are not ambivalent about human trafficking but instead appear committed to combating this crime, as illustrated by their stated interest in receiving additional training on various anti-trafficking topics (See QID_162, n=3139).

Table 52

Did you experience any of the following from transportation drivers? Select all that apply.

	Survivor	Survivor Service Provider
Attempted to traffick me	12%	1%
Coerced sex in exchange for not calling law enforcement	14%	2%
Coerced sex in exchange for transportation cost	18%	2%
Paid extra fee to allow trafficker to beat me in the back seat	12%	4%
Robbed me	22%	3%
Threatened to report me to law enforcement	12%	1%
Trafficked me	27%	4%
Tried to groom me – free fare	7%	2%
Tried to help me – free fare	6%	2%
Tried to help me – other	5%	1%
None of the above	16%	6%
Total Respondents	136	25

QID_291 by Group Total Respondents: 161

Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally- or survivor-led. The NOST documents survivors’ experiences that may vary regarding negative and positive interactions with different groups. Each experience must be acknowledged for evaluating, refining, and implementing counter-trafficking efforts. This question is victim-centered, using the term “transportation driver” (1) to capture the perspective of an individual who does not differentiate among third parties providing transportation services and (2) to distinguish such third parties from a respondent’s abuser(s) or trafficker(s). The majority of transportation workers participating in the NOST are not ambivalent about human trafficking but instead appear committed to combating this crime, as illustrated by their stated interest in receiving additional training on various anti-trafficking topics (See QID_162, n=3139).

Survivors answered a series of questions about interactions with law enforcement at the intersection of transportation. They were also provided space in the survey form to write an open-ended response about the barriers to engagement with law enforcement. Overall, victims interacted with law enforcement numerous times during their exploitation but had considerable barriers to engagement as victims due to law enforcement perceptions. Almost half (42%) of 156 respondents had at least one interaction with law enforcement during a traffic stop during their exploitation (Figure 276, pg. 350). Sixty-four percent of the time, the outcome of these traffic stops did not result in someone being arrested (Figure 277, pg. 350).

Responding to a separate question, about one-third (28%) of respondents said they filed a police report about their trafficker during or after exploitation, 68% did not, and 10% of survivors preferred not to answer these survey questions (Figure 278, pg. 350).

Among 41 service providers who answered a question about why they believe survivors do not file a police report, 39% of service providers and 37% of survivor service providers said that survivors have a fear of law enforcement, 12% of service providers and 20% of survivor service providers believe that some police officers are sex buyers, and 10% of service providers and 17% of survivor service providers stated that they think the police are being paid off by traffickers (Figure 279, pg. 351). This survey question did not ask about each form of human trafficking separately, so the responses are aggregated regarding labor and sex trafficking. As stated throughout the NOST report, although some frontline workers may contribute to the abuse of human trafficking victims, they represent a minority. In contrast, most workers must be committed to combating this crime and protecting victims and survivors of human trafficking.

Interestingly, responses were slightly more varied when comparing responses from survivor-led service providers and among service providers as allies. It is important to note that the answers may not represent the views of all service provider leaders, including nonprofits led by survivors.

When asked if service providers think that more human trafficking survivors would file a police report if they were allowed to make a statement other than to a law enforcement officer, 69% of service providers said yes, and 81% of service providers who also identified as survivors said yes (Figure 280, pg. 351).

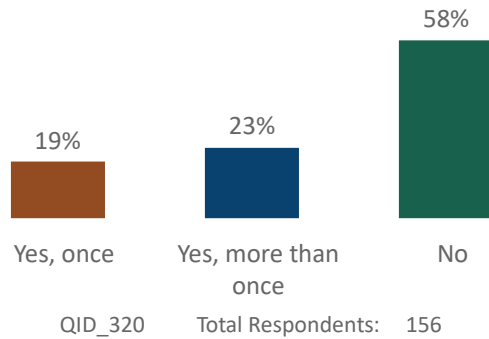
The themes that emerged from the qualitative data regarding barriers to trusting and receiving help from law enforcement in this study echo existing research findings. This qualitative data has shown that, while most law enforcement does not participate in the criminalization and victimization of vulnerable and trafficked persons, the individuals who do cause significant damage to trafficking survivors' ability to trust future law enforcement.

Twenty-three survivors answered the question, "Why do you fear law enforcement?" Six shared about sexual assault and abuse at the hands of law enforcement whom they had contacted for help (Figure 281, pg. 353). Qualitative data collected under the NOST reveal that one well-organized trafficking operation created complex scenarios to further confuse and silence their victims by having network associates impersonate law enforcement.

These experiences should inform efforts to combat human trafficking by law enforcement's transportation sector partners. The "ask" to the transportation sector is to have the workforce identify signs of trafficking and report them. These anecdotes are a caution and a prompt for conducting more research. In a non-emergency situation, their lessons may inform the choice of whether first to call the police or a hotline in a non-emergency situation. As documented in prior research, transportation agencies need tools for reaching local Human Trafficking Experts and learning about local conditions as they develop initiatives in response to calls for reporting suspected instances of human trafficking.

Figure 276

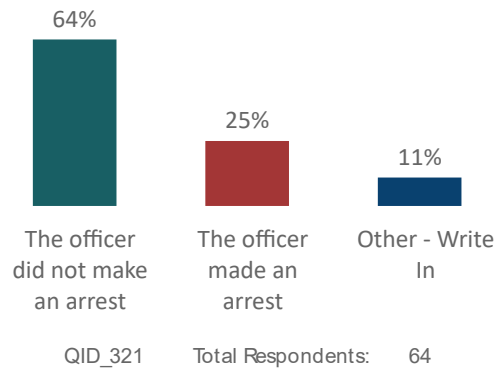
During your exploitation, did law enforcement ever engage the vehicle you were in for any reason (e.g., traffic stop, wreck)?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 277

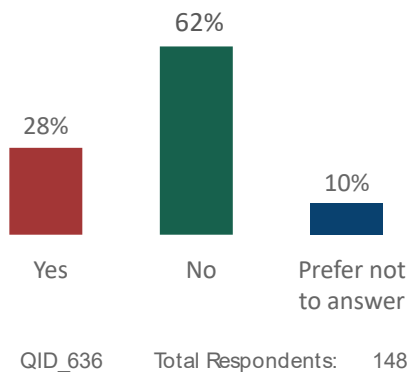
What was the result of law enforcement engaging the vehicle you were in?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 278

Did you file a police report about your human trafficking?

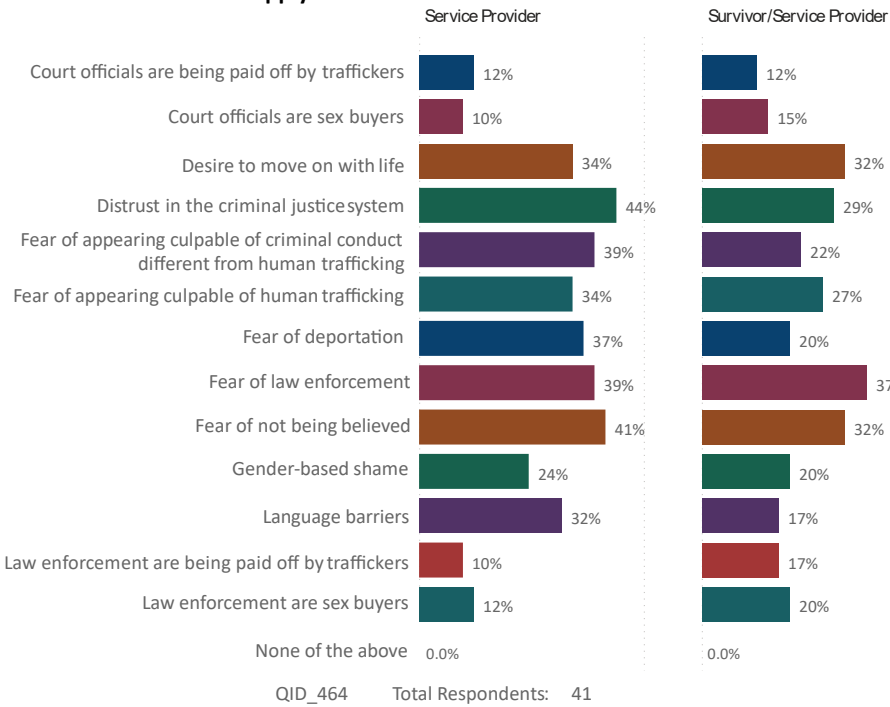


Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.



Figure 279

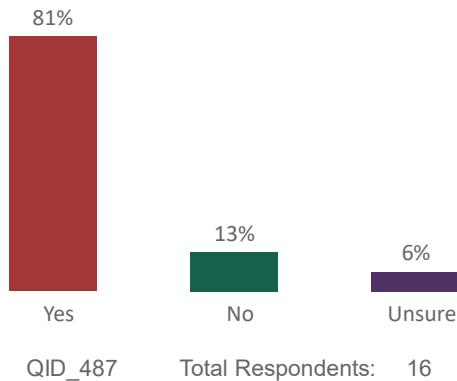
Why do you think some human trafficking survivors do not report their exploitation to law enforcement? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally- or survivor-led. The NOST documents survivors' experiences that may vary regarding negative and positive interactions with different groups. Each experience must be acknowledged for evaluating, refining, and implementing counter-trafficking efforts. Although some workers may have participated in the abuse of human trafficking victims, it does not represent the larger population of workers who are willing to help combat human trafficking.

Figure 280

Do you think more human trafficking survivors would be willing to file a police report if they were allowed to make a statement to someone other than a law enforcement officer?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Control Over Victims

Commerce at or adjacent to transportation facilities

Victims, buyers, traffickers, and their facilitators engage in purchasing necessities. One or all may sometimes pay for food and clothes. These purchases of necessities may be made in stores at an airport, another facility, or a location commonly traversed on foot and as a drop-off place, such as a convenience store. The use of pre-paid cards may obscure money flow. Where the trafficker or a trafficker's associate buys something for the victim, the victim may accrue debt.

NOST data suggests that debt influences how traffickers keep control over their victims. Eleven percent of the survivor respondents who answered the question shared that the debt to be paid before release was something referenced or tracked by the trafficker. This approach to controlling trafficking victims is called debt bondage; however, 64% of respondents never knew the total debt owed to their trafficker (Figure 282, pg. 354); 53% said their trafficker had increased their debt at least once, and 15% said they preferred not to answer (Figure 283, pg. 354). Ultimately, 63% of the respondents did not pay off their debt (Figure 284, pg. 354).

Sixty-seven survivors answered a survey question about the types of activities, services, or items tracked as a part of their debt to their trafficker. They shared that the top means of accruing debts to their traffickers were clothes, food, and housing (each 45%) and cell phones (28%). Additional significant expenses included drug habits (25%), transportation costs (24%), childcare (13%), and medical care (12%) (Figure 285, pg. 355). The data may suggest that traffickers considered the cost of basic human needs to be powerful leverage over their victims, who may have had significant barriers to accessing these elsewhere. Traffickers can also force and exploit substance use disorders to maintain control over their victims.⁴⁵⁵

Ultimately, some victims need financial stability or relief from a pre-existing matter, which creates a vulnerability to trafficking for them in the first place. After that point, the trafficker leverages this debt bondage to maintain control over the victim and justify their trafficking; however, exit becomes possible when victims can regain financial control and meet their basic needs.

The NOST dataset helps document the dependencies formed in trafficking situations and how traffickers exploit these dependencies. Confirming the sources of debt may point to well-frequented locations and thereby produce entry points for countermeasures. Evidence-based understanding of the dynamics of tying a victim to a trafficker (e.g., that they involve debt, not just threats of physical violence) helps set expectations for an anti-trafficking initiative. A victim may not be freed immediately, but a transportation agency can ask a tenant or concessionaire, for example, to be watchful, cooperate with investigators, and share data as appropriate.

Figure 281

“My trafficker told me if I tried to report him, they would think I was lying and arrest me for prostitution. I tried to report him while still being trafficked and had a horrible experience with the police. They definitely were not trauma-informed, so I believed my trafficker.”

“Because some law enforcement officers would make me have sex with them or go to jail, and even if I said take me to jail because I'd be safe there [from my trafficker], they'd still rape me.”

“Because they are also buyers and I was told they wouldn't help me by my trafficker which law enforcement proved right by arresting me. I served more time as a child than the two men who literally kidnapped me from my home, beat, raped and sold me. They served 10 days, I served 40.”

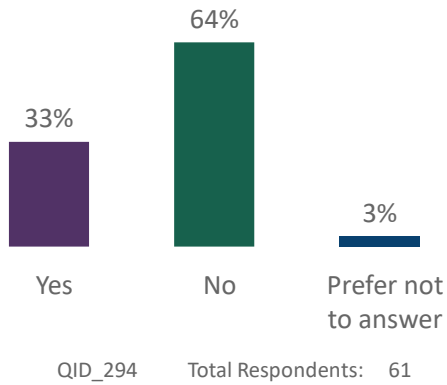
One survivor respondent who was trafficked through a high-demand group described experiences that led to a general mistrust of law enforcement.

“I had a fear of them because a lot of times my trafficker would pay cops to be on his side and for them to "keep watch" for him. I also experienced many law enforcement officers who were part of the cult that my trafficker was involved in. The joke was on me. It was hard for me to understand which cops were good, and which ones were bad, and which ones were just dressed up as cops and were not even real cops but cult members trying to trick me.

I came forward the first time at 15 (at that time said I was gang raped; 4 assailants because I didn't have words for experience of trafficking for drugs and money by my trafficker/bf). So pressed charges for sexual assault and was actually blamed (I was a runaway and told if I would've stayed home where I belonged it would've never happened, shamed for what I was wearing, and told I should've watch my alcohol intake (I was forced to drink by my bf/trafficker) and also I [was] intimidated by the law enforcement I was giving my statement to and told after he kicked the file cabinet beside me if I think what happed to me was bad he could pull out cases that would make me have nightmares for weeks, then preceeded to in graphic details described a woman that was mutilated, raped, and murdered to me as I was forced to listen to him alone as a minor giving my statement. After that I gave up ever being helped. My case went cold, not enough evidence to convict and I wasn't a credible witness to my own gang rape. Also law enforcement made me do favors to avoid jail.”

Figure 282

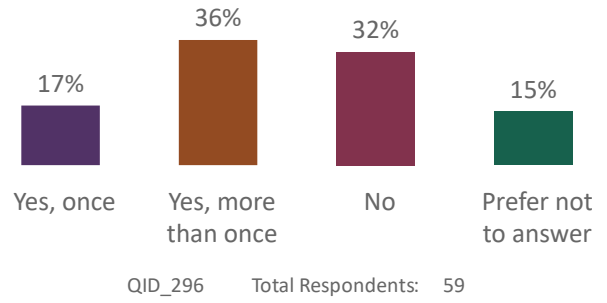
Were you told how much debt you owed up front (in US Dollars)?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 283

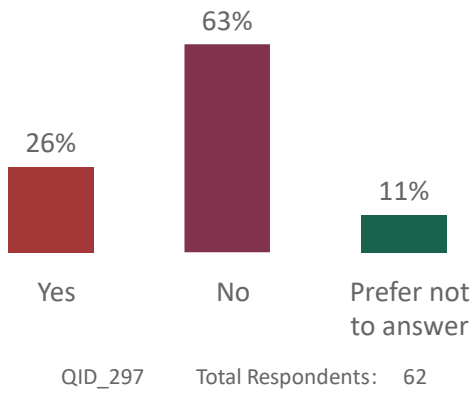
Did the human trafficker(s) ever increase the debt?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 284

Did you ever pay off the debt to your human trafficker?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Corporate Action

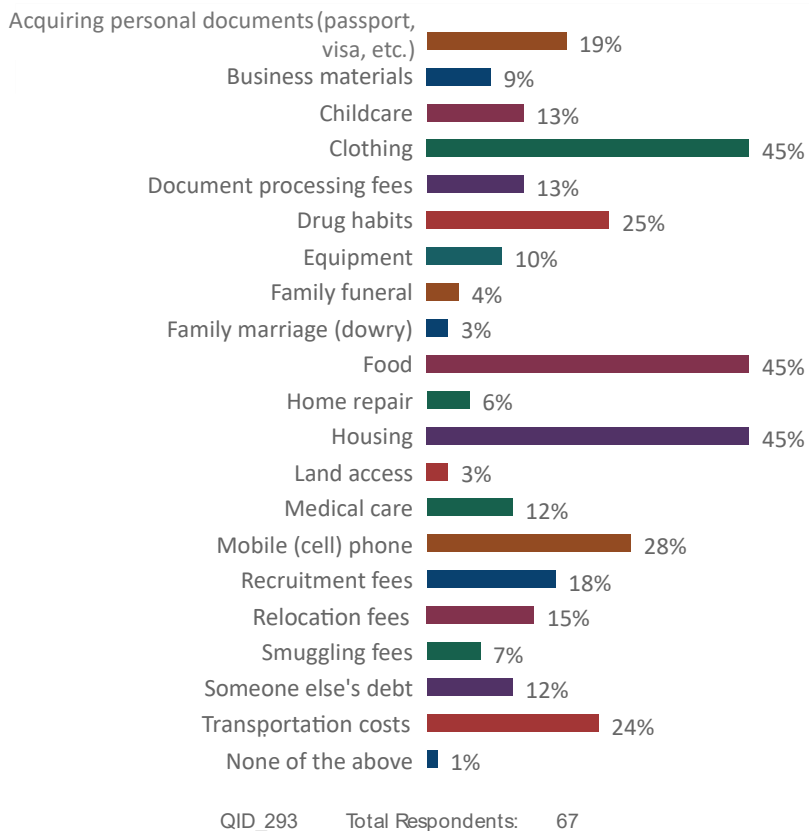
Some victims of human trafficking are able to move about in their community with some degree of physical freedom as significant financial, social, and emotional/psychological factors keep them trapped or indebted to their trafficker. Businesses of all types have a responsibility to educate the public about the signs of human trafficking as well as to ensure their employees understand human trafficking identification response protocols.

A simple, initial action companies can take is to place signs in their business establishments with resources for victims and community members to get help and information, such as the National Human Trafficking Hotline. Only 35% of 158 survivor respondents said they ever saw a human trafficking hotline number posted at various locations in their community during their trafficking experiences (Figure 286, pg. 356).

Other tools can be made available. A survivor-led organization, Twentyfour-Seven, has provided more than 30,000 customized QR Codes around the globe that, when scanned by a smartphone by a victim, provides access to resources in several languages. Transportation companies, medical facilities, and other industries have already used its customized tools. Additional information about Twentyfour-Seven is provided in the Industry Insight section of this report. Some corporate sectors have been actively engaged in human trafficking awareness in their community. Hotline signs and stickers are placed in high-visibility places where survivors can view them. One location where the Hotline information has been placed is in the public restrooms of businesses.

Figure 285

What debt did your human trafficker say that you owed ? Select all that apply.

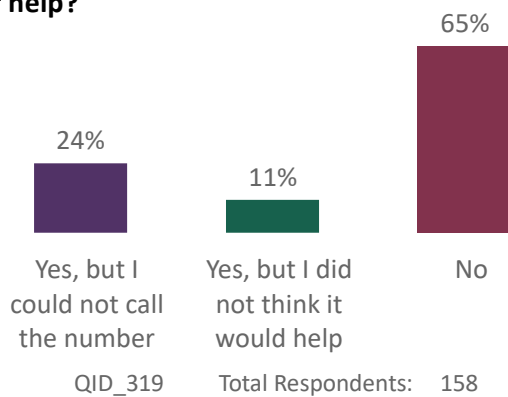


Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Training and signage are an excellent start, but businesses and other partners should understand that a victim may not behave as anticipated. When asked about their response to hotline resource signage, 11% of survivor respondents said they did not think calling a hotline would help. Not all victims self-identify as a human trafficking victim. For this reason, awareness and resource campaigns must include messages and materials that are survivor-informed and culturally relevant to the survivor's experiences so that they see themselves as having this identity. As discussed in Figure 286, this recognition may also require signage to be vaguer in their anti-trafficking messaging and be more inclusive of signs of abuse instead of directly identifying the message as one for trafficking victims. On the other hand, about one quarter (24%) of the respondents said they saw the messaging in the hotline flier; however, they could not call for help.

Figure 286

SURVIVOR PROVIDED QUESTION: During your exploitation, did you ever see a sign displayed with a human trafficking hotline number to call for help?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment

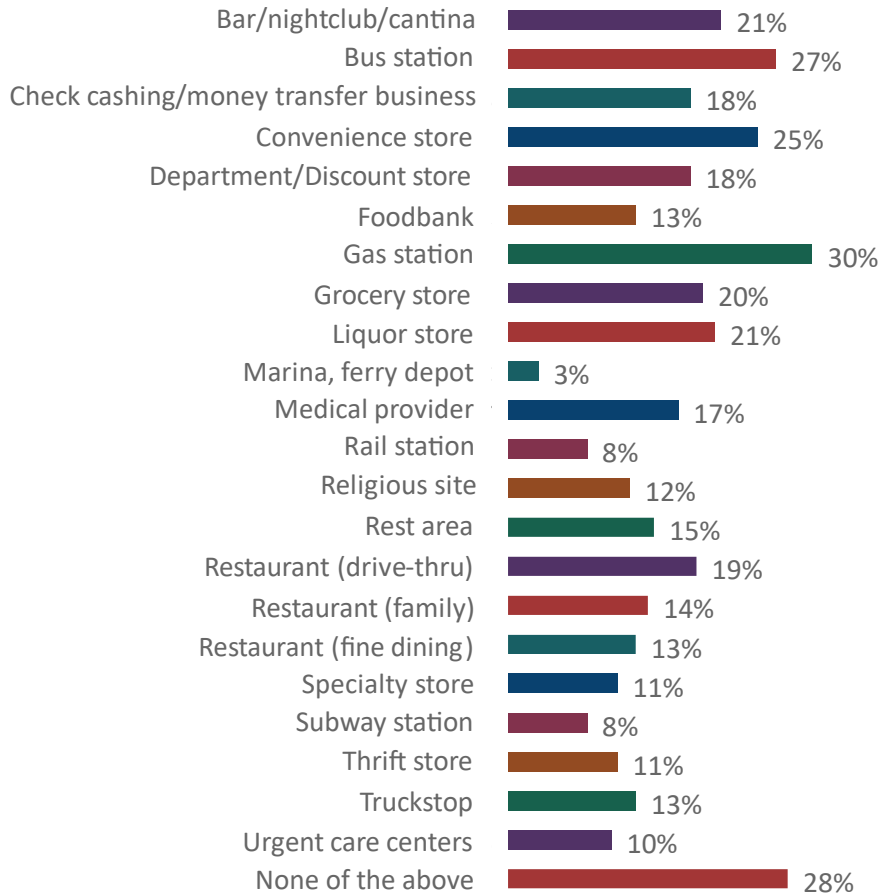
Survivor survey respondents were asked where they saw Hotline information during their trafficking experiences and what businesses and establishments they visited while being trafficked. Figure 287 (pg. 357) shows the top places victims went in their community during their trafficking.

An alignment was observed when comparing the most common businesses victims visited during their trafficking with the locations where they frequently used the restroom. Many business sectors frequented by victims appear to place information that victims commonly view in locations within the establishment. Below are several places where victims used a public restroom during their trafficking (Figure 288, pg.358).

While liquor stores and drive-thru restaurants were listed in the top 10 places victims frequented during their trafficking, they were ranked very low as where victims used the restroom. For this reason, business owners of these establishments should consider other internal placements within their establishments for hotline information viewable by patrons. Other places victims frequented in their communities during their trafficking included fine dining restaurants, religious sites, check cashing, money transfer businesses, truck stops, and food banks. These locations could benefit from increased human trafficking training for their employees and the placement of hotline posters and stickers. Similarly, victims entered a public restroom at all these businesses; however, other placements should be considered based on the type of business and how customers and visitors use the facility to ensure hotline information is easily viewable.

Figure 287

While under the control of your human trafficker or their associate (s), did you go to any of the following locations? Select all that apply.

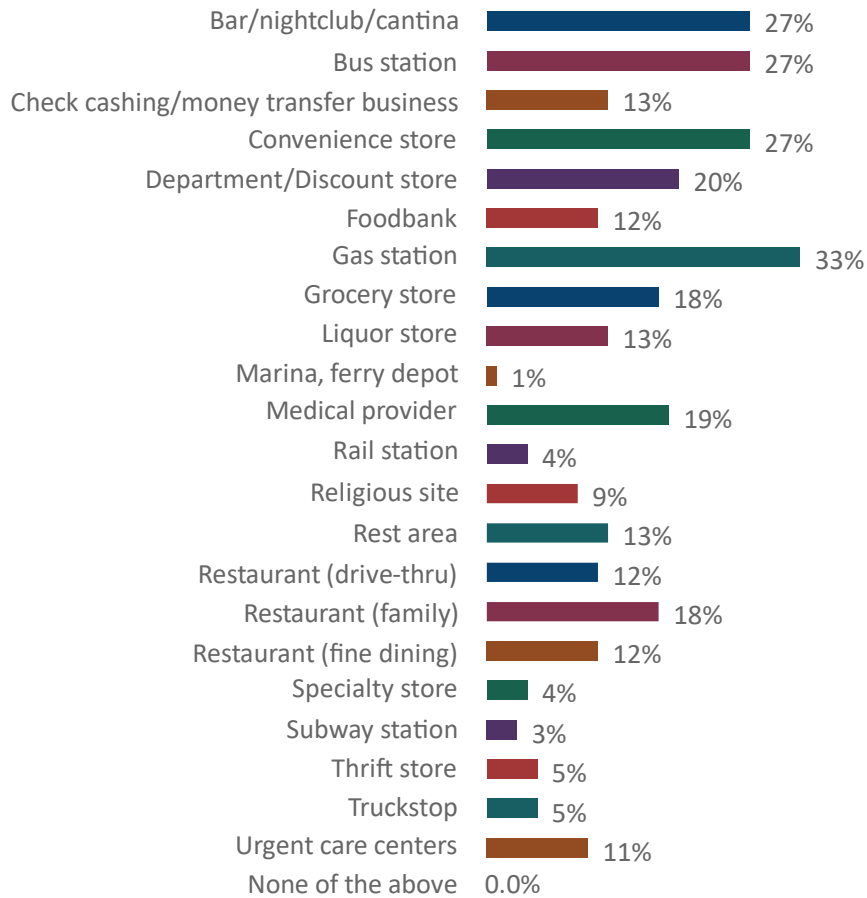


QID_302 Total Respondents: 164

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 288

SURVIVOR PROVIDED QUESTION : Did you go into the restroom at any of the following locations . Select all that apply.



QID_303 Total Respondents: 95

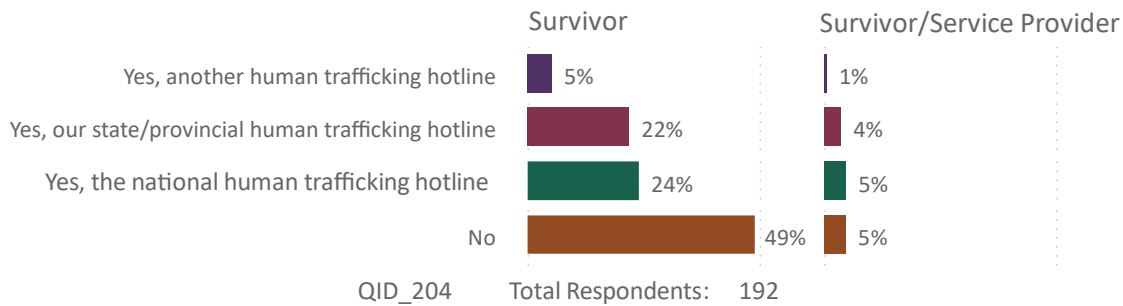
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

While the National Human Trafficking Hotline currently provides both text and phone call options, communities should consider additional ways for victims to engage with anti-trafficking agencies for support and services. Domestic anti-trafficking efforts for engagement have now included street and digital outreach, social media, online chats, and email contact information. No single communication method will work for all victims of trafficking, and trauma-informed best practices would suggest it is ideal to have multiple options to increase feelings of safety and accessibility. As additional research among survivors of sex and labor trafficking commences, revisions to the messaging and types of deliverables can be refined to reach more victims of human trafficking and possibly other types of abuse.

Finally, among 192 survivors, 49% said they did not call a human trafficking hotline and 5% of survivor service providers indicated the same (Figure 289, pg. 359). The NOST data can be used to sharpen interviews with survivors, whose thoughts may confirm what we know about victim interactions with institutions or perhaps prompt them to expose researchers to new narratives from their own lived experiences.

Figure 289

Have you ever contacted a human trafficking hotline before? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally- or survivor-led.

Exiting and Recovering from Trafficking

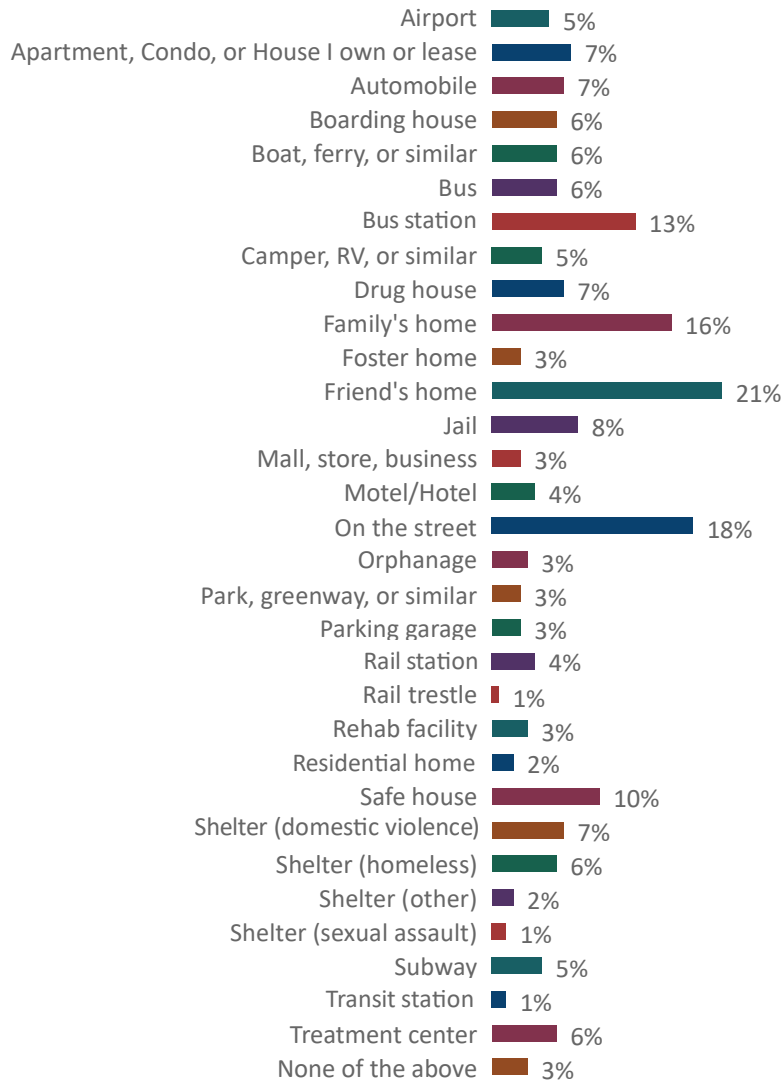
Emerging research suggests that recovering from a trafficking experience can take years, due not only to the trauma that occurred during exploitation but also to addressing the pre-existing vulnerabilities and additional barriers that were added during exploitation.⁴⁵⁶ NOST data bears this out well. After exiting exploitation, 152 survivors stayed at an average of 1.9 places until securing independent long-term housing. The most common places included a friend’s home (21%), on the street (18%), a family’s home (16%), or a bus station (13%) (Figure 290, pg. 360).

The lack of identification documents is commonly understood to be a barrier to exiting successfully;⁴⁵⁷ however, NOST data indicates that only 13% of 145 survivors viewed that as a factor that prevented them from exiting their human trafficking situation (Figure 291, pg 361). In fact, 21% of 133 survey respondents confirmed that their identification documents had been confiscated during their trafficking experience; however, the absence of an individual ID was not viewed as a significant barrier to exit. Most trafficking victims had at least one of their identification documents (state ID, birth certificate, and social security card). While it took time to recover the other document(s), some could do so successfully. Therefore, while traffickers commonly destroy or take these documents, survivors who have exited their direct trafficking abuse have access to the agencies and information needed to replace them. Data from this group of respondents suggests that lack of documentation is not as large a barrier to exit as commonly believed. That said, a different profile of respondents, e.g., a group of foreign nationals whose papers were stolen, could have answered the questions differently if they were posed, proving that some signs, indicators, and red flags need thoughtful, case-specific application.



Figure 290

Where did you stay during the first week after you exited your human trafficking situation? Select all that apply.



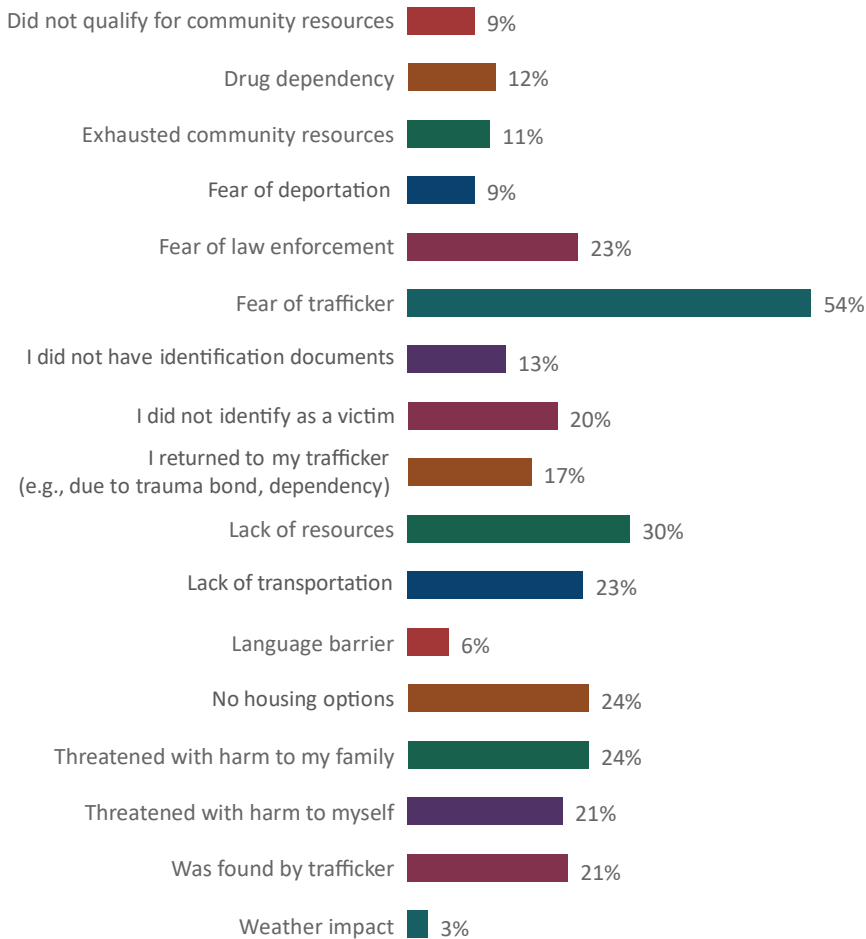
QID_444 Total Respondents: 152

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. The NOST documents survivors' experiences that may vary regarding negative and positive interactions with different groups. Each experience must be for evaluating, refining, and implementing counter-trafficking efforts. Although some workers may have participated in the abuse of human trafficking victims, it does not the larger population of workers who are willing to help combat human trafficking.

More research is needed, but these findings suggest that while traffickers may target specific populations with similar promises and use similar tactics to promote the victim's dependence on an abuser, emotional/psychological control keeps victims trapped, as shown among 145 respondents (Figure 291, pg. 361).

Figure 291

**What prevented you from exiting your human trafficking situation (s)?
Select all that apply.**



QID_446 Total Respondents: 145

Note: These statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

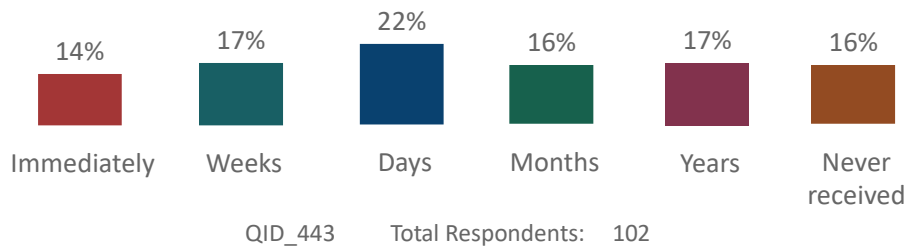
Accessing resources from service providers

From the point of exit, the relative ability of survivors to access services ranged from immediately (14%) and never (16%) (Figure 292, pg. 362). Forty-six percent of 147 respondents received services from at least one faith-based organization after exiting their trafficking situation, and 12% said they preferred not to answer (Figure 293, pg. 362). Numerous barriers to accessing resources also existed. There were no significant correlations between the types of barriers experienced and the victim’s age, the typology of trafficking, or the number of attempts to exit.

According to NOST responses, survivors mostly received victim advocacy with accompaniment services for medical visits (26%) or when participating in a law enforcement interview (22%). Survivors also received support for a court trial (12%) and job interviews (16%). Of the 144 survivors who responded to this survey question, 47% said they received no accompaniment at the listed places (Figure 294, pg. 363). There was no follow-up question to identify if these survivors had received accompaniment to other locations. Further research is needed to understand better where survivors would find additional advocacy/accompaniment services on their journey and how this might increase positive outcomes.

Figure 292

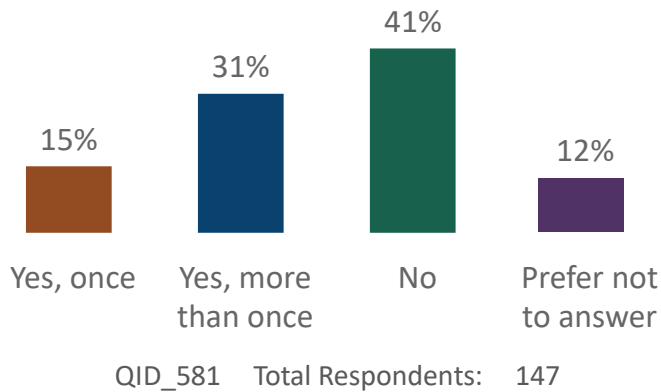
After you were extracted/escaped and sought assistance, how long did it take for you to receive resources from a service provider?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 293

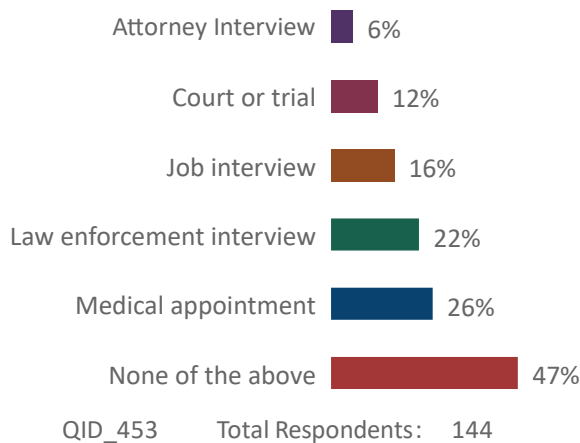
SURVIVOR-INFORMED TOPIC: Have you received services from a faith-based organization?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 294

Have you had an advocate accompany you to any of the following locations? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Protecting privacy and confidentiality

Survivors' privacy and confidentiality should be maintained by all professionals who interact with and support them along their journey; however, survivor respondents revealed some concerning trends in the reality of these protections. Only 16% of the respondents believed their privacy has always been protected. In comparison, 61% believed that it had been protected "sometimes" or "very often," and 12% said they believed that their confidentiality had been "rarely" protected (Figure 295, pg. 364). Out of 127 survivors, confidentiality was breached by a service provider for 25% of respondents, survivor community for 23% of respondents, or ally for 12% of the respondents. Fifty-one percent indicated that none of the above had breached confidentiality (Figure 296, pg. 364). These inconsistencies and potentially dangerous violations suggest that the anti-trafficking field needs additional education and formal procedures around client and peer confidentiality practices.

Currently, anti-trafficking professionals do not share the same oversight and credentialing as social workers, at times leading to inconsistent care for survivors of human trafficking. Please reference the service provider chapter in this report, *“Anti-Trafficking Advocacy: Serving on the Frontlines,”* for data regarding the oversight of service providers. It is also important to acknowledge that frontline transportation workers are not notified of updates regarding reports they submit with signs of human trafficking. Although, understandably, workers would want to be updated, it would violate the privacy of potential victims to update workers on that case. An exception to this would be if human trafficking charges were made and the case is made public.

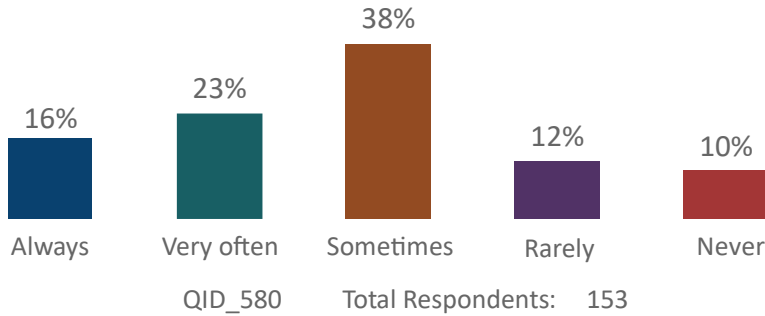
Long-term impact on survivors

Most survivors experience long-term effects from the trauma of their trafficking experiences. The NOST data echoed existing research on lasting trauma and long-term health conditions. Only a few key highlights will be mentioned here. First, 153 survivors experience ongoing fears related to their trauma of exploitation: going to sleep (50%), being touched (49%), loud noises (48%), and worries about not having their basic needs met in the future (38%), telling others what happened (35%), fear of sirens (30%), authority figures (27%), and fear of storms (27%) (Figure 297, pg. 365). Accessing resources and seeking justice can require engaging with or experiencing such fears during those processes, meaning that post-traumatic stress can be a significant barrier to long-term recovery from human trafficking. Service providers and anti-trafficking professionals should evaluate their procedures and physical environments to ensure that survivors' resources and spaces during their

healing feel safe and supportive and that the environment mitigates instances in which a survivor’s nervous system is overwhelmed.

Figure 295

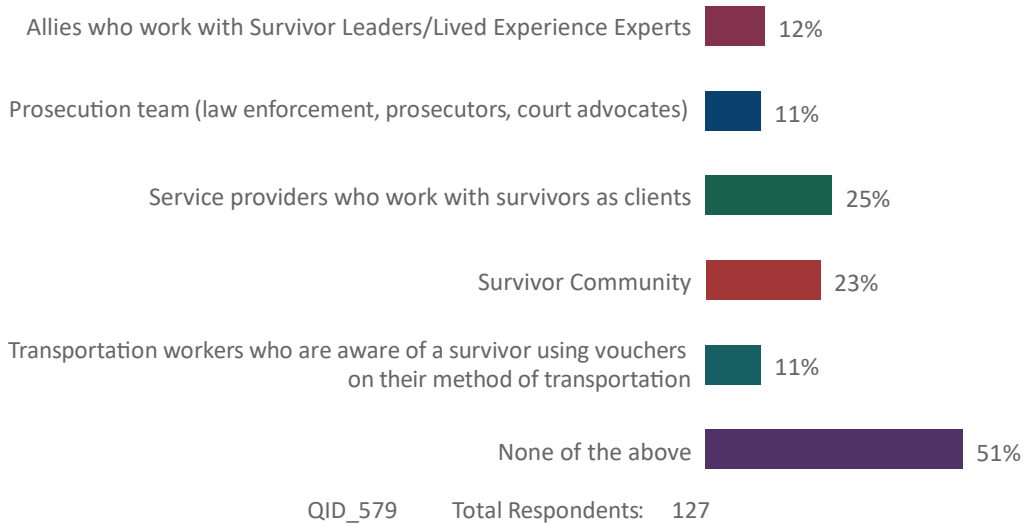
SURVIVOR INFORMED TOPIC: How often do you believe your privacy has been protected when you received a referral for services?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 296

SURVIVOR INFORMED TOPIC: Has your privacy as a human trafficking survivor ever been exposed without your permission by any of the following groups? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 297

SURVIVOR PROVIDED QUESTION: Do you experience any of the following fears? Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Because many survivors access public transportation in varying forms and degrees during their trafficking, using these community resources after exit and during recovery can also activate post-traumatic responses. Both transportation companies and anti-trafficking professionals can work together to meet the needs of trafficking survivors in ways that reduce trauma responses. Nineteen survivors answered a question about being triggered by public transportation, with 84% agreeing that it is triggering, while only 11% of respondents said they were never triggered by public transportation (Figure 298, pg. 367). Specific triggers varied amongst respondents. Primarily, certain smells triggered traumatic memories (67%), as did the feeling of no control over the vehicle's movement (60%). Other survivors shared that the following could occur and trigger a response: memories of being exploited in this environment (47%), not understanding how to navigate public transportation (27%), witnessing substance abuse while in transit (27%), and not being able to afford transportation (20%) (Figure 299, pg. 367).

It is possible that anti-trafficking professionals and the transportation sector can collaborate to accompany survivors on public transit to increase feelings of safety and confidence and teach additional coping skills around disruptions to the survivors' immediate physical environment (smells, other people, etc.) to build up resiliency and autonomy. Considerations for the survivor's privacy must be a central focus of such collaborations.

There are other ways that transportation agencies and professionals can collaborate with anti-trafficking's direct service providers and peer mentors to support survivors' short and long-term goals and address transportation gaps that currently may present barriers. A primary transportation goal, among 172 survivors was the ability to own their vehicle. This was a goal that some survivors (24%) had already achieved and was recognized as an important goal on their list of items to reach personal stability. An additional 55% of respondents indicated that securing their vehicle for transportation was a goal they were pursuing or wanted to pursue (Figure 300, pg. 368).



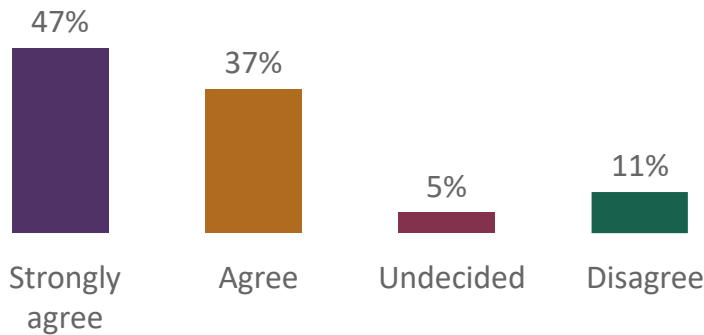
Honestly, I'm still afraid to drive after my experiences while I was trafficked. I don't want to be driving and have an accident because I have lingering medical issues either. I find that I'm not interested in traveling at all like I used to be. I feel more safe riding with others or taking the door to door bus service still.

I'd like to get my DL and a car in the next year but I don't know yet. It's difficult to find rides to get groceries, run errands or to go do fun things with my son. Having money or tickets to ride the bus is really important. We do get tickets for medical appointment trips. Disabilities make transportation issues more complicated."

The Survivor requested to remain anonymous

Figure 298

SURVIVOR PROVIDED QUESTION: To what extent do you agree or disagree with this statement, "Riding on public transportation can be triggering to me."

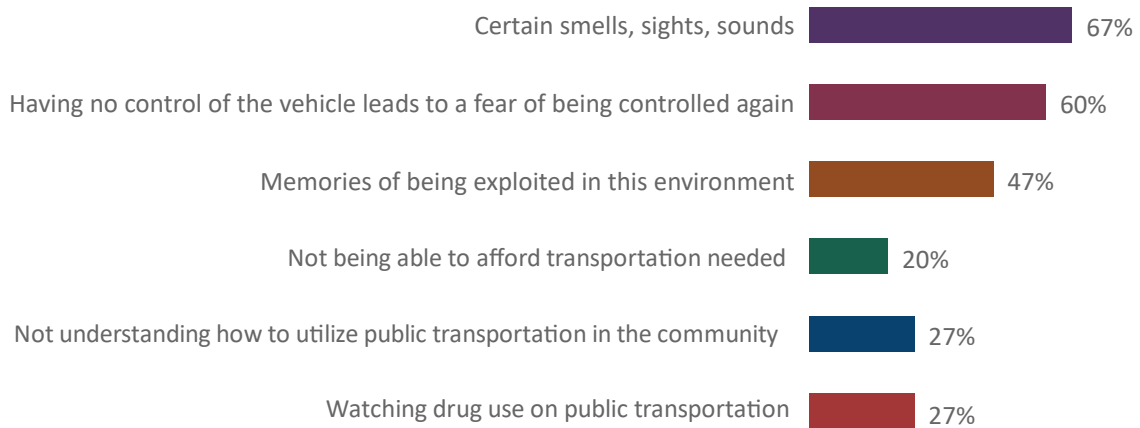


QID_388 Total Respondents: 19

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 299

What causes triggers by riding on public transportation? Select all that apply.

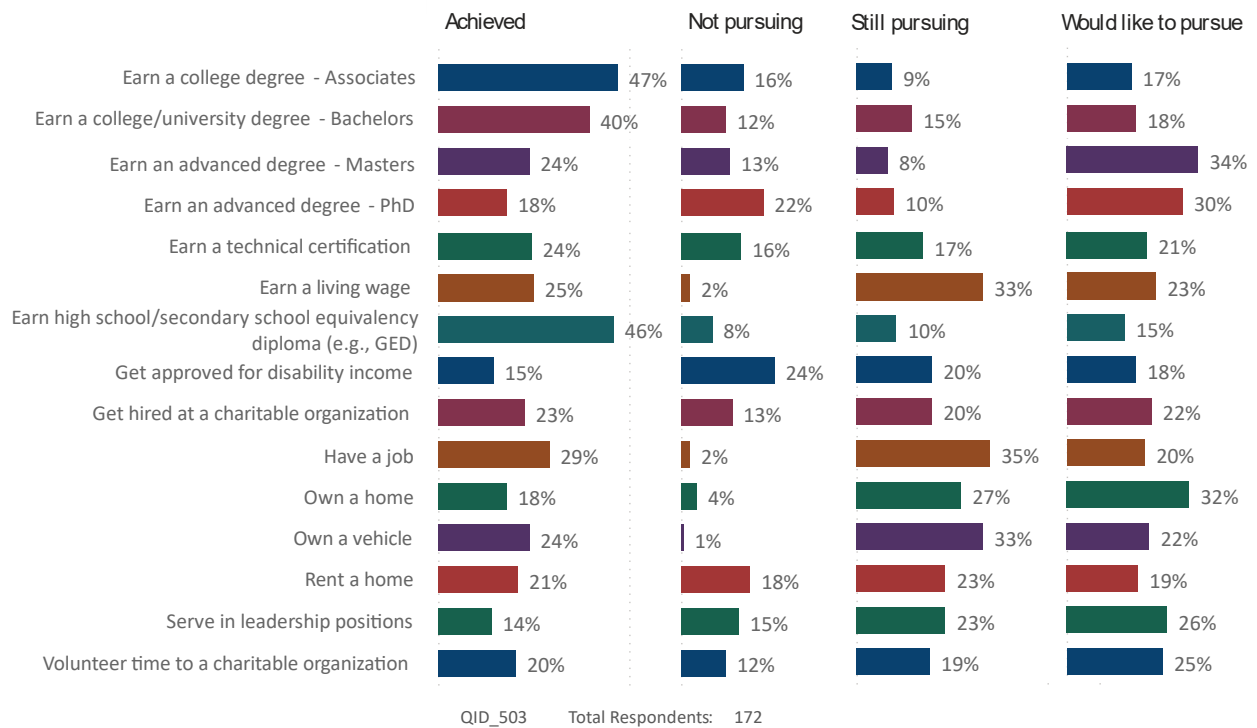


QID_389 Total Respondents: 15

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 300

Please confirm if you would like to pursue and achieve any of the following . Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Disabilities

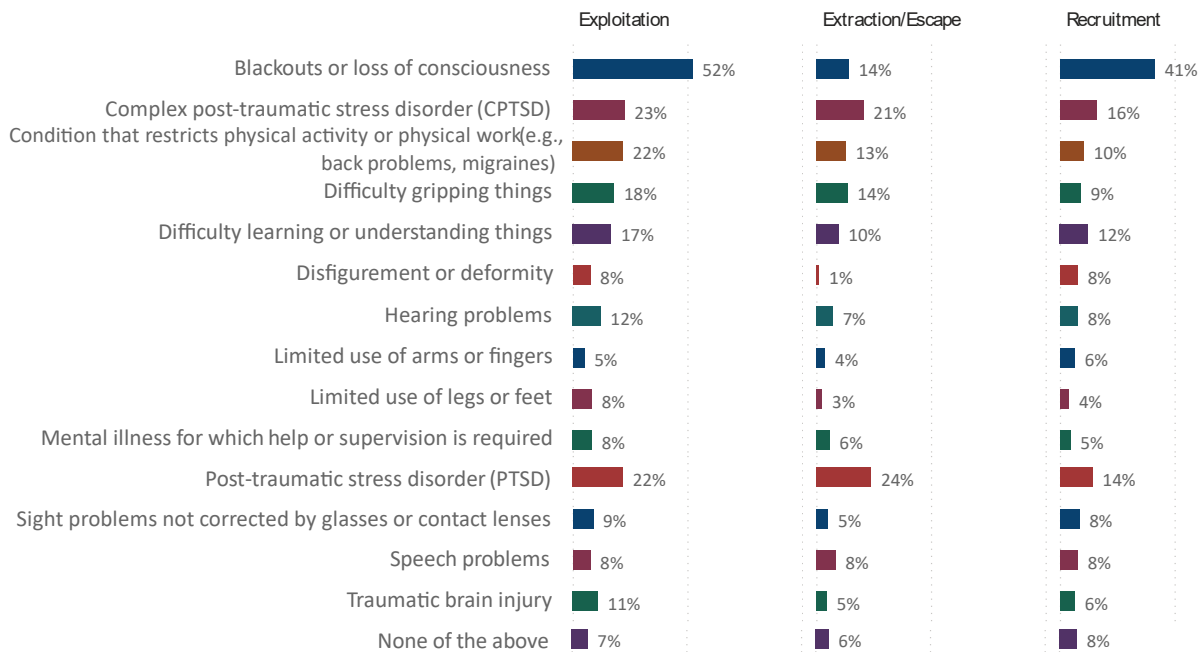
Victims and survivors of human trafficking may experience various disabilities due to their abuse or neglect of medical care during their exploitation and after their exit. Survivors who participated in the NOST were asked several survey questions regarding disabilities and the impact of these disabilities. Among 155 survivors who answered this question, blackouts or loss of consciousness, complex post-traumatic stress disorder, and post-traumatic stress disorder were the most identified disabilities experienced during recruitment, exploitation, or extraction/escape (Figure 301, pg. 369). The list of disabilities varied among responses but confirmed the many challenges victims and survivors endure. Some disabilities may result directly from abuse incurred by a human trafficker or facilitator involved in their exploitation.

When physical, mental, and psychological abuses go untreated, this can create additional health concerns for victims of both labor and/or sex trafficking. Victims do not always get access to medical care to treat visible injuries, while the mental and psychological abuse of each victim can have long-lasting impacts on their lives.

In 2018, United Against Slavery conducted a pilot study among 27 sex trafficking survivors in 15 states to determine if they had lingering medical symptoms from exploitation. The study did not seek IRB approval and was conducted to identify these symptoms in preparation for launching a large-scale National Outreach Survey for Healthcare. For this pilot study, the findings included more than 80 lingering medical issues. The participants confirmed that their responses were not exhaustive. Bad hips were represented by 58% of the respondents, and post-traumatic stress disorder/complex post-traumatic stress disorder (PTSD/CPTSD) represented 31%.⁴⁵⁸ Additional survivor feedback collected by United Against Slavery in a 2016 Anti-Trafficking National Outreach pilot study produced helpful insights into what victims of human trafficking experience at the hands of their abusers.⁴⁵⁹

Figure 301

Referring to the following recognized disabilities, do you have any of these conditions ? Select all that apply.



QID_51 Total Respondents: 155

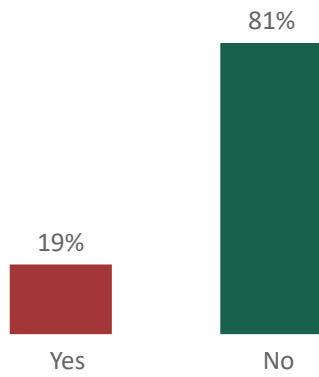
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Lingering medical conditions, including disabilities, are a reality for many survivors of all forms of human trafficking. In 2021, among the 155 who answered affirmatively to having a disability in the NOST, 19% of 145 said they have a service animal (Figure 302, pg. 370). Within that subgroup, 65% of 26 survivors indicated that they had been denied access to transportation due to having a service animal (Figure 303, pg. 370). Unmet needs among 169 survivors include needing disability income (15%) and needing assistance to complete the disability application for Supplemental Security Income (SSI) or Social Security Disability Insurance (SSDI) (7%), and other unmet needs included 16% of 171 survivors who said they needed a service animal (Table 53, pg. 371).

Among 17 respondents, 94% said that the process for seeking disability is long (Figure 304, pg. 372). Once a victim of labor and/or sex trafficking exits their abuser, it is essential to provide immediate resources to help meet their daily needs as they make decisions to regain their independence. Getting approval for disability benefits can often be the difference for some survivors having enough income to secure housing, a vehicle, and other daily needs. Considerations should be made for abuse victims in the application process to help shorten the waiting time for approval or denial. The disability income can also create opportunities for a trafficker, family, friend, or guardian to steal those benefits from the survivor. One hundred and thirty-five survivors confirmed how resources had been stolen from them, including child support (31%), food stamps (27%), tax returns (25%), transportation vouchers (19%), family first cash payments (18%), and disability income (13%) (Figure 305, pg. 372).

Figure 302

Do you have a service animal?

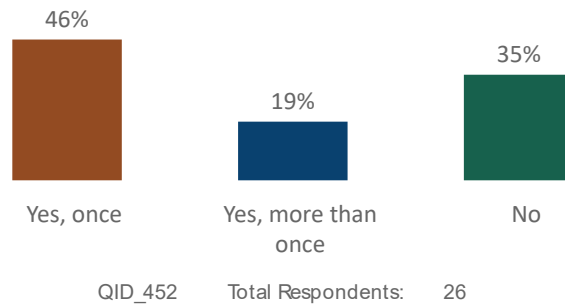


QID_451 Total Respondents: 145

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 303

With respect to any form of public transportation, have you ever been denied a right to access when your service animal was with you?



QID_452 Total Respondents: 26

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

PERMISSION-BASED SURVIVOR FEEDBACK

From the 2016 United Against Slavery Pilot Study

“

He held my daughter, beat up my mom, and during that time I had 81 broken bones, burns, black eyes, heavy bruising, 6 concussions, my nose broken 3 times, 2 abortions, my jaw fractured twice, been stabbed, and nearly every bone broken in both feet, been thrown downstairs and out a third story window from a hotel. No one ever asked. And he would just take us out of town so we weren't around anyone.

”

Table 53

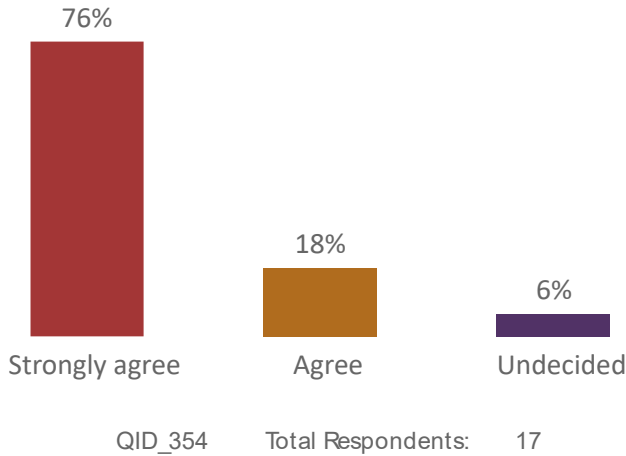
**The question is split into two questions to include a longer list of potential answers
Please confirm any resources that you need at this time. Select all that apply.**

Resources Needed	Percentage	Resources Needed	Percentage
Automobile	36%	Crisis intervention	9%
Big Brother – Big Sister	11%	Direct services	13%
Birth Certificate	12%	Disability income	15%
Case Management	18%	Disability income application assistance	7%
Childcare	25%	Drug addiction resources	5%
Clothing	38%	Education assistance	25%
Community re-integration training	10%	Employment	33%
Community Referrals	12%	Essential oils	18%
Counseling in-house	15%	Financial savings training	26%
Counseling outsourced	11%	Food	35%
Credit repair	24%	Food stamps	18%
QID_504		Total Respondents: 169	
Gel pens and art books	14%	Mentoring	23%
Gift cards	58%	Micro finance skills (business development)	15%
Grant writing assistance	16%	Mobile (cell phone)	15%
Graphic design services	18%	Mobile (cellphone pre -paid minute cards)	6%
Health insurance	27%	Personal items and essential needs	13%
Housing emergency	15%	Pro-bono attorney services	8%
Housing long -term	19%	Pro-bono dental services	9%
Housing short -term	11%	Pro-bono medical services	6%
Immigration services	11%	Protective custody advocacy	4%
Independent living training	11%	Safety planning	12%
Insurance assistance	10%	Service animal	16%
Job (vocational training)	19%	State benefit applications	9%
Language translators	4%	Transportation	18%
Legal services	12%	Treatment options for HIV/AIDS	3%
Life skill training	18%	Vehicle repair	11%
Literacy	11%	Weighted blankets	13%
QID_505		Total Respondents: 171	

Note: Statistics include responses from participating survivors of labor and /or sex trafficking (n=113), including survivor-led organization leaders (n=21), and may not represent any larger population segment.

Figure 304

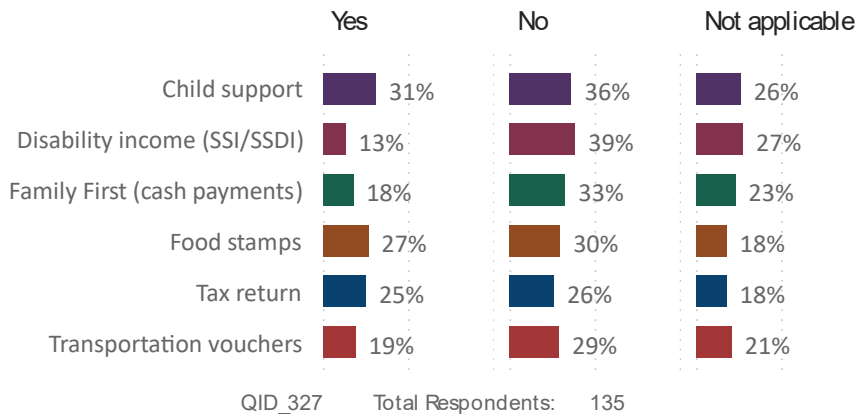
To what extent do you agree or disagree with this statement
"For a human trafficking survivor, the process in seeking disability income can be very long, and it can slow down efforts to become independent."



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 305

Did anyone ever steal the following resources from you while you were being human trafficked? Select all that apply.



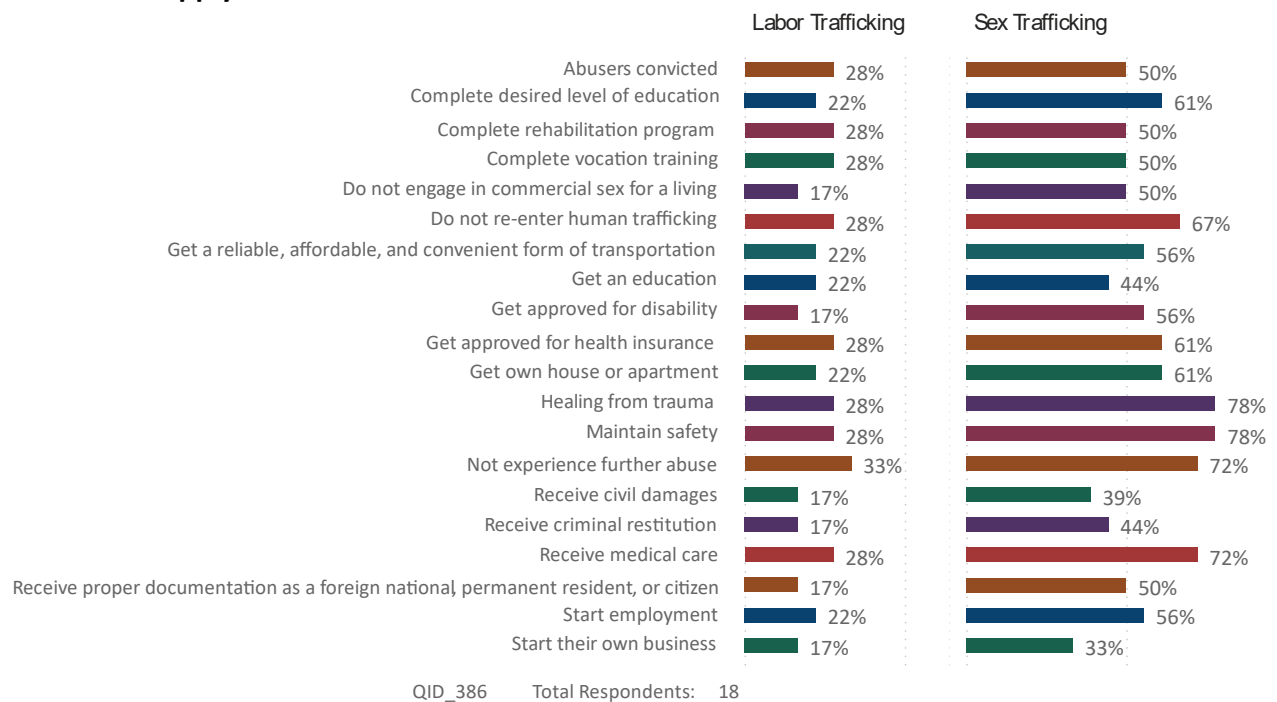
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

How Some Survivors Measure Success

Across counter-trafficking efforts, metrics are evaluated to measure the level of success of individual programs and services. Annual impact reports show the scale of reach across each focus of their work. The NOST wanted to provide an opportunity for survivors to share how they measure success for themselves or other survivors. A group of 18 labor and/or sex trafficking survivors responded to this question. The results varied between how a labor trafficking survivor responded and a sex trafficking survivor. Fifteen of those who answered this question identified as sex trafficking survivors, so there is an imbalance of results across respondents from both types of human trafficking. The results from those who responded can still show how measuring success can vary within different forms of human trafficking (Figure 306). Further research is needed to allow more generalizations from this metric, but it provides initial insight into how different survivors measure success.

Figure 306

**Of the following situations, what do you consider the top ways to measure success for survivors?
Select all that apply.**



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.



Concluding Thoughts

Human trafficking is a complex crime against innocent people, including at-risk and vulnerable populations. Combating this crime requires collaboration among Lived Experience Experts, allies, and stakeholder groups that may encounter signs of labor and/or sex trafficking. The transportation industry is a key ally in this collaboration, partly because frontline workers may identify signs of abuse and exploitation among passengers or travelers. Survivors have confirmed the numerous ways transportation intersects with human trafficking during their recruitment, exploitation, extraction, or escape, and the need for transportation after they exit their abuse.

Survivors need resources after they escape their abuse, and this circumstance can extend for months or years as they reestablish themselves in society and learn new norms outside of the control of their abuser. The transportation industry is uniquely positioned to identify potential victims of human trafficking and report to a manager, service providers, and law enforcement. Amidst the many challenges that survivors face after they exit their exploitation, being identified to be extracted or escape/exit themselves is the first step. The transportation industry can help victims find freedom from abuse and begin those next steps.

About the Author

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Forced Labor: Multi-disciplinary Perspectives in the Fight Against Labor Trafficking

By Kezban Sokat, PhD

Labor trafficking survivors who are foreign nationals may avoid court appearances because of a fear of deportation. A failure to understand how traumatic emotional injuries impact a survivor's behavior risks a miscarriage of justice in individual cases and endangers the integrity of the justice system's approach to trafficking⁴⁶⁰

The Honorable Virginia Kendall, Judge of the United States District Court for the Northern District of Illinois

It is difficult to quantify the number of victims of this hidden crime, but research estimates that there are 27.6 million victims globally trapped in forced labor.⁴⁶¹ Among these 27.6 million, 63% are in private businesses. Eradicating forced labor is included in two different targets under the 2030 United Nations Sustainable Development Goals (SDGs). For example, the target 8.7 Decent Work and Economic Growth aims to take immediate and effective measures to eradicate labor and labor-related crimes.⁴⁶²

Forced labor is defined as “all work or service which is exacted from any person under the threat of a penalty and for which the person has not offered himself or herself voluntarily.”⁴⁶³ The International Labour Organization (ILO) lists various indicators for forced labor. While some of these are basic indicators identifying labor violations in the workplace, such as long work hours, others represent severe mistreatment of the workers, such as confiscating work documents and threatening the safety of employees' families.⁴⁶⁴

Human trafficking and related terms differ based on location, law, and preference. For example, while forced marriage and child soldiers are recognized as human trafficking in specific geographies and laws, they are not explicitly prohibited in U.S. federal law but are criminalized under some state laws. *Modern slavery* is an umbrella term globally and is generally interchangeable with *human trafficking* due to its roots in slavery. Similarly, when significant human rights abuses are discussed in labor violations, some populations reference *labor trafficking* instead of modern slavery or forced labor. The difference becomes more distinct when discussing labor abuses in the supply chain. Following the United Kingdom's 2015 Modern Slavery Act and that of Australia in 2018, the global use of these terms has tended to cite modern slavery and forced labor in the supply chains. For this report, forced labor and labor trafficking are used interchangeably. The evolution of terms to describe human trafficking and its messaging in the U.S. remain consistent with these terms.⁴⁶⁵

Current Understanding of Forced Labor

Combating human trafficking requires a multi-stakeholder approach as it is a hidden and complex crime involving human behavior and questions of consent. Recognizing and addressing instances of labor trafficking can be more difficult than other trafficking. There is limited understanding of forced labor among all stakeholders, including the public, practitioners, and law enforcement, limited visibility (especially in the media), limited training, limited support, and limited research on the topic. The definition and forms of slavery-like practices for legal and practice purposes change in location and over time.

There is also hesitancy among labor trafficking victims to come forward. For example, men exploited in labor may not want to report these abuses due to societal expectations related to strength and masculinity. There is also fear among foreign nationals that documenting labor abuses may lead to deportation charges.⁴⁶⁶ Harold and Dancy D'Souza have shared their accounts of bonded labor experienced by their family. "I came on a promise, a faith, and to live the American Dream," he said. "The faith got changed to fear, the promise got transformed into slavery, and my dream was like a hell."⁴⁶⁷

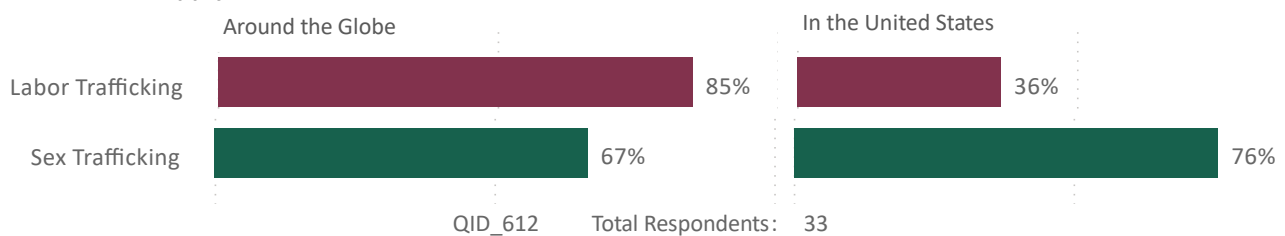
The results of the National Outreach Survey for Transportation (NOST) survey match the perceptions, limitations, and challenges of forced labor among the expert community.⁴⁶⁸ Of 33 service provider respondents, a majority believe that awareness about human trafficking is more focused on sex trafficking in the United States, while global awareness campaigns highlight the message that forced labor and labor trafficking are more prevalent (Figure 307). The lower awareness may explain why, where over 96% of 3,896 NOST respondents worked or lived in the U.S. (Table 54, pg. 378), only 39% of 2,766 respondents around the world had received labor trafficking training (Figure 308, pg. 378). As shown in Table 55 (pg. 378), 79% of 33 survivor respondents agreed or strongly agreed that exploitation in labor trafficking is underreported.

While all types of exploitation are inhumane and should be addressed, there can be misinterpretations of the forms of exploitation. There are also widespread misconceptions about the differences between human smuggling and human trafficking. Smuggling involves the illegal movement of people across a border who have voluntarily paid to be relocated, often fleeing war, violence, or poverty in their country.⁴⁶⁹ Smuggling evades immigration laws to transport people to another country. Smugglers can also become traffickers themselves or smuggle people into another country.

As shown in Figure 309 (pg. 379), the sex trafficking of adults was generally perceived as the most common form of human trafficking in the local community (32%), followed by the sex trafficking of minors (24%). Twenty-five percent of 2,187 stated they were unsure what the most common form of human trafficking is in their community.

Figure 307

**In your opinion, which form of human trafficking is focused on more in these different geographical areas?
Select all that apply.**



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Table 54

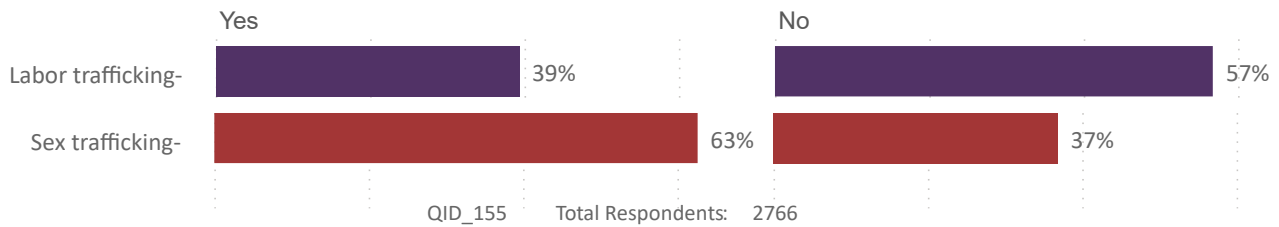
In what country do you primarily work/live?

Country	Percentage	Country	Percentage
Australia	.03%	Nigeria	0.13%
Brazil	2.08%	Philippines	0.03%
Canada	0.69%	Singapore	0.03%
China	0.08%	Thailand	0.03%
Haiti	0.03%	The Netherlands	0.03%
India	0.03%	United Arab Emirates	0.05%
Jamaica	0.03%	United Kingdom	0.33%
Kenya	0.21%	United States	96.2%
Mexico	0.03%		
QID_8 Total Respondents: 3896			

Note: Statistics include responses from all participating NOST respondents and may not represent any larger population segment.

Figure 308

Have you received training on the following types of human trafficking? Select all that apply.



Note: Statistics include responses from respondents in all groups (except survivors) and may not represent any larger

Table 55

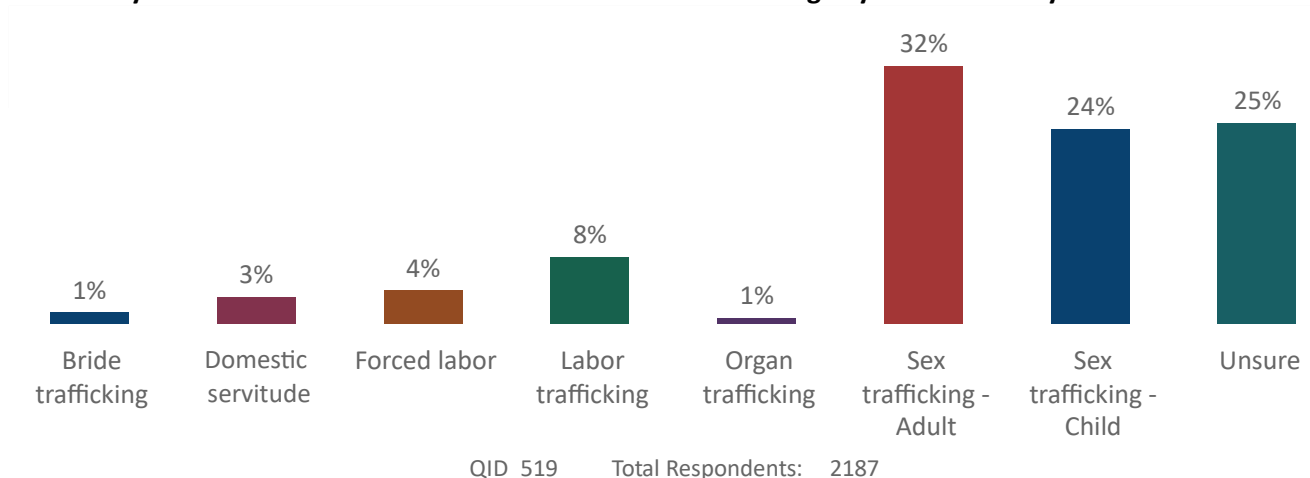
To what extent do you agree or disagree with these statements ?

	Strongly agree	Agree	Undecided	Disagree	Strongly disagree
Exploitation against males is underreported	64%	27%	3%	3%	0.0%
Exploitation against the Indigenous community is under-reported	64%	24%	6%	3%	0.0%
Exploitation against the LGBTQ community is under-reported	61%	21%	15%	0.0%	0.0%
Exploitation is labor trafficking is under - reported	61%	18%	12%	6%	3%
QID_498 Total Respondents: 33					

Note: Statistics include responses from participating service providers and may not represent any larger population segment
 Source: United Against Slavery 2021 National Outreach Survey for Transportation (NOST)

Figure 309

What do you think is the most common form of human trafficking in your community ?

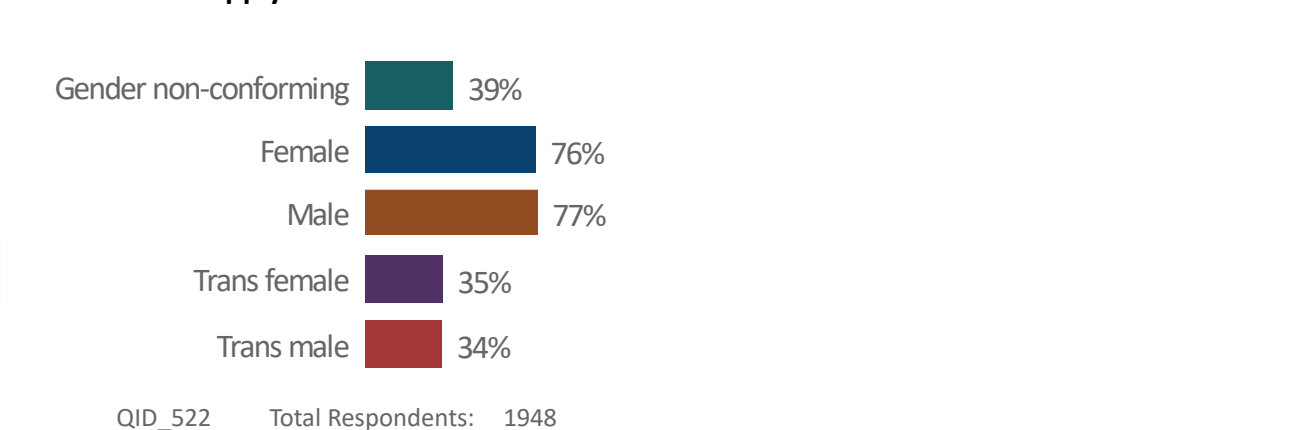


Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

As shown in Figure 310, 1,948 transportation sector respondents indicated which gender had a vulnerability to labor trafficking, and the result is similar between males (77%) and females (76%) and between trans females (35%) and trans males (34%). Among 1,940 participants, 52% stated that adults and children are equally vulnerable to labor trafficking (Figure 311, pg. 380). We should observe that 47% of 2,580 transportation sector respondents said that children are more vulnerable than adults to sex trafficking (Figure 312, pg. 380). Evaluating how frontline workers perceive that different ages and genders are vulnerable to labor trafficking can provide a greater understanding if they may be more aware of signs of labor trafficking among those populations.

Figure 310

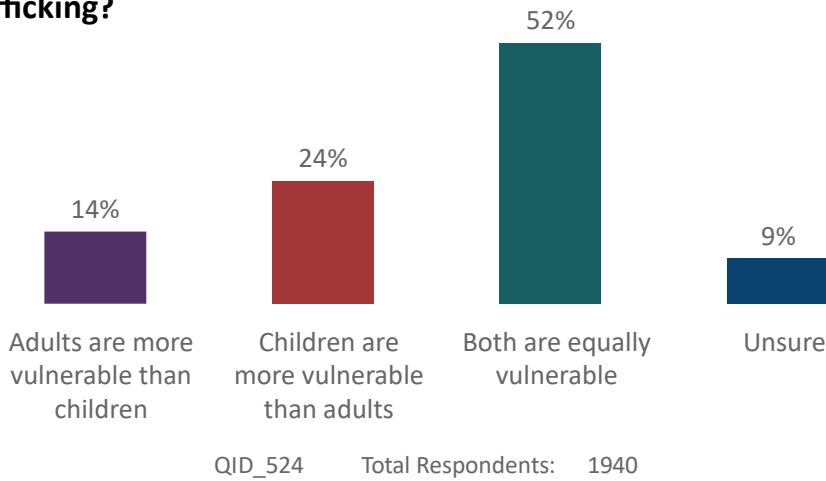
**Which gender(s) is vulnerable to labor trafficking?
Select all that apply.**



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 311

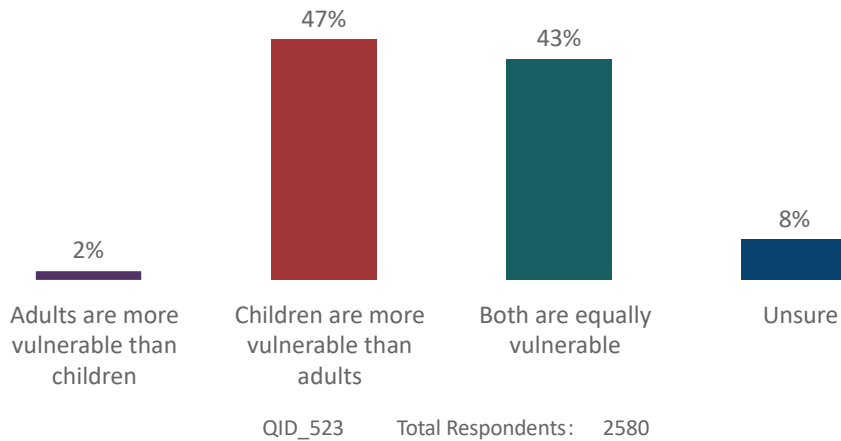
Which age group is more vulnerable to being recruited into labor trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 312

Which age group is more vulnerable to being recruited into sex trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

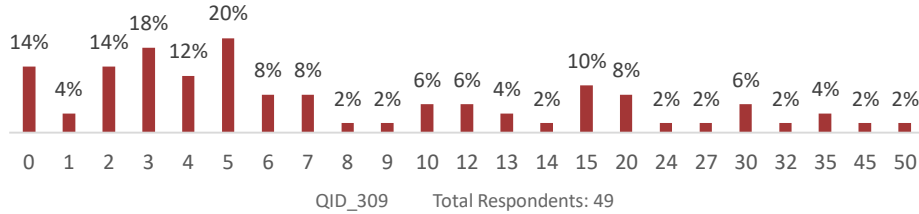
Forced Labor: Crucial Role of Victims and Survivors

Victims and survivors play crucial roles in understanding and addressing human trafficking. Moreover, because it is harder to discern this type of exploitation, insights from labor trafficking survivors are extremely important to combat this crime better. It is also important to recognize that many trafficking situations include multiple trafficking victims. Among the 49 responses from labor trafficking survivors, the number of victims trafficked with them during their exploitation varied from no other victims to up to 50 additional victims. (Figure 313, pg. 381).

Figure 314 shows that the number of hours they were forced to work varies greatly, with the most number common range of hours being 4-7, 10-14, and 15-19. Forty-six percent of 89 labor trafficking victim respondents stated that a second person in charge managed their work as a labor trafficking victim (Figure 315).

Figure 313

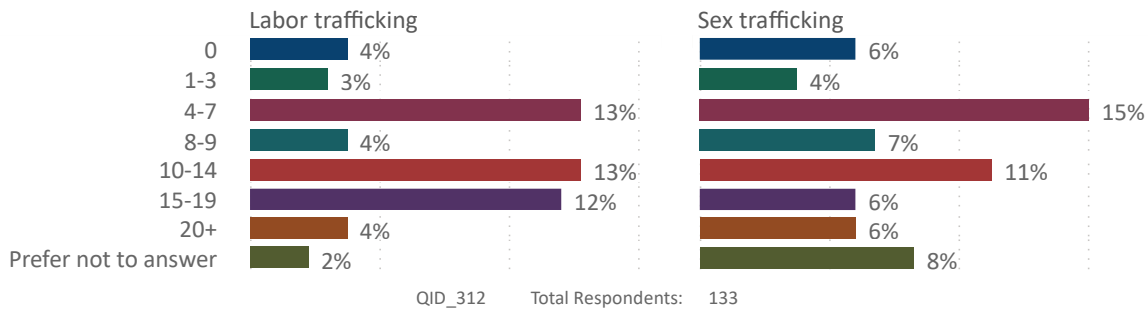
During your exploitation as a labor trafficking victim, how many other victims were also human trafficked with you? If you had more than one trafficker, please provide your best estimate.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. This is a qualitative survey question that allowed open-text responses.

Figure 314

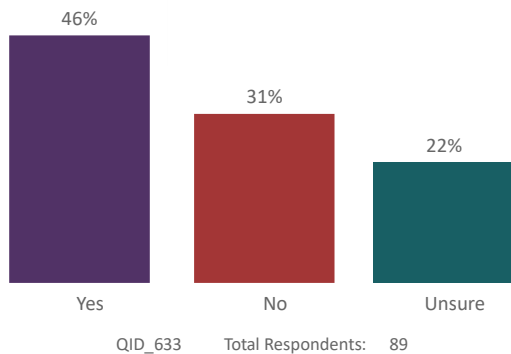
How many hours a day were you forced to work on average?



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 315

Did your trafficker put another person in charge, who managed your work as a labor trafficking victim?



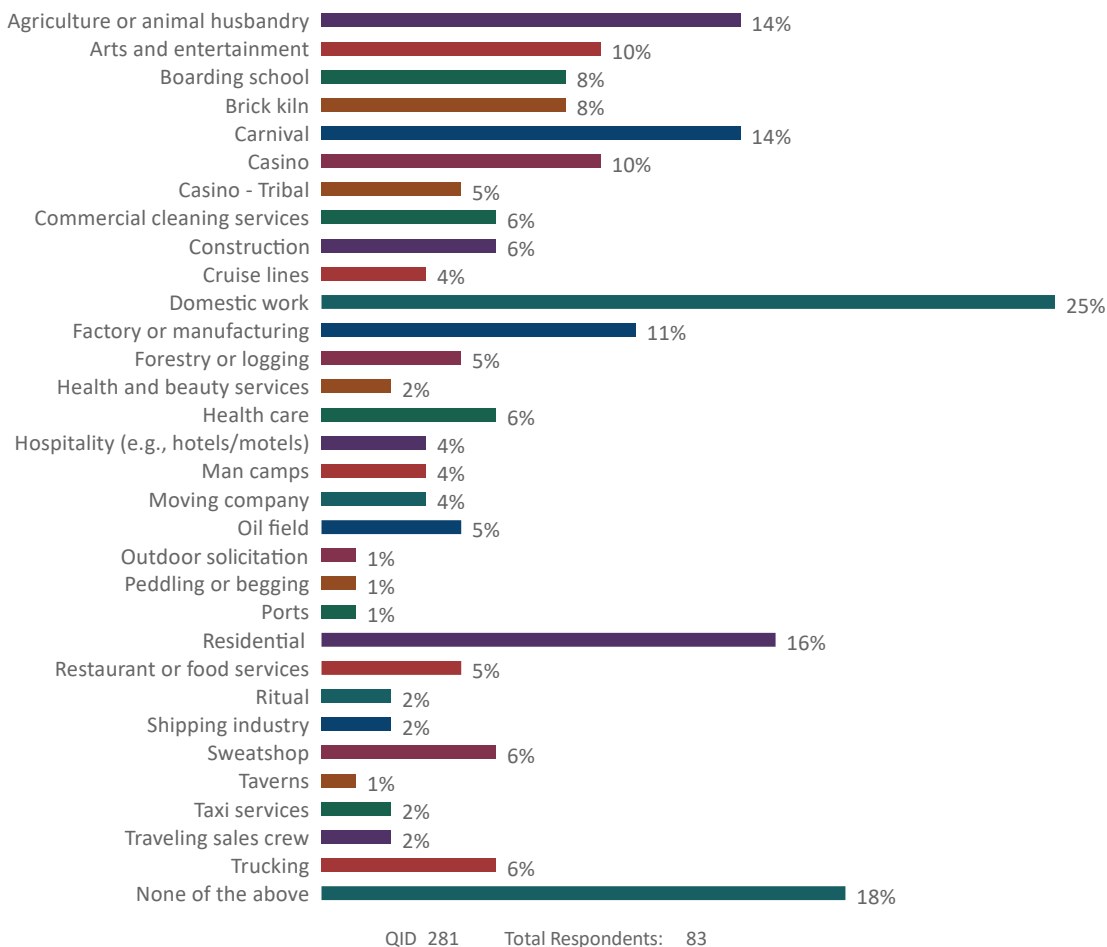
Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Eighty-three survivors who participated in the NOST were human trafficked for labor in different settings and countries (Figure 316). The most frequently reported settings were domestic work, residential, carnival, and agriculture or animal husbandry. Research showed that access to transportation can be an important barrier to exiting human trafficking, especially for labor trafficking.⁴⁷⁰

Exiting their abuse creates different challenges for survivors moving forward, depending upon where they were trafficked, the length of time they were abused, and the form of exploitation they experienced. Re-establishing their identity is a barrier for many survivors. Fifty-three percent of 137 survivors, including labor and sex trafficking survivors, stated that they experienced obstacles when re-establishing their identity after exiting the trafficking situation (Figure 317, pg. 383). Some of these barriers can include obtaining identification or travel documents such as a driver’s license, visa or passport, or birth certificate.⁴⁷¹

Figure 316

SURVIVOR-PROVIDED QUESTION: Please confirm if you were human trafficked for labor in any of the following. Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

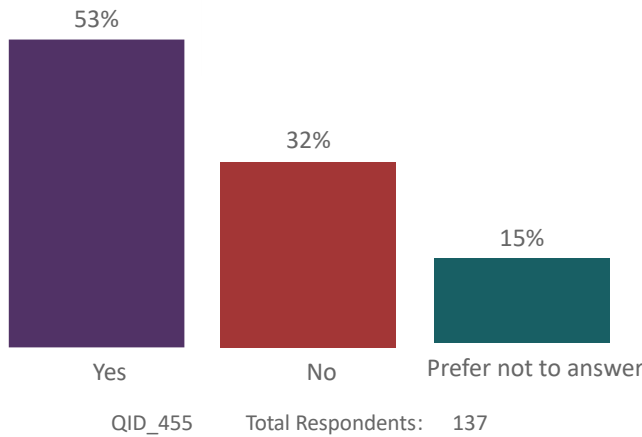
Forced Labor: Service Provider Perspective

Service providers also provide valuable information about the victims and survivors of human trafficking. There are multiple intersections of the victims served by these organizations. Among 25 service providers, sex trafficking seems slightly more of an organizational focus, with 88% compared to 60% focusing on labor

trafficking (Figure 318). Fifteen respondents stated that they focused on labor trafficking/forced labor. Among 15, 12 also named sex trafficking as an organizational focus along with labor trafficking.

Figure 317

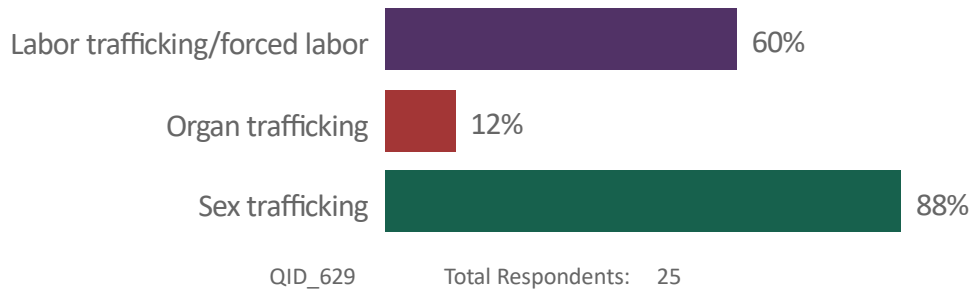
Have you experienced obstacles when trying to re-establish your identity after exiting the trafficking situation? This includes both labor and/or sex trafficking survivors.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 318

Which form(s) of human trafficking does your agency/organization focus on? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

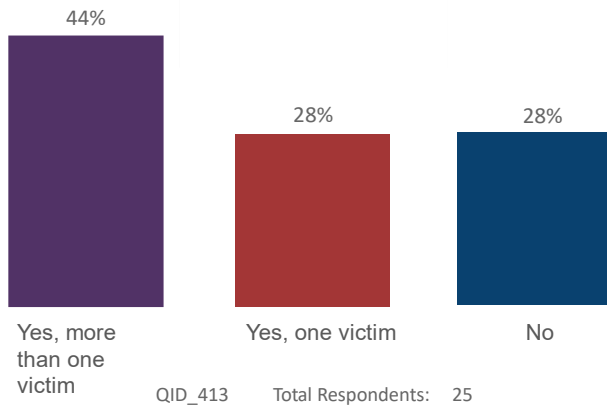
Many labor trafficking victims are forced to work at restaurants, for little to no pay, oftentimes working off the debt their trafficker says they owe, known as debt bondage.



Figure 319 shows that 72% of 25 Service Providers worked with one or more victims who had been exploited for both sex and labor trafficking during the 2019 and 2020 calendar years. Among the 18 respondents who worked with one or more victims exploited for labor and sex trafficking, 15 mentioned that labor trafficking/forced labor was their organizational focus.

Figure 319

During the 2019 and 2020 calendar years, did you work with a trafficking victim who was exploited for both sex and labor trafficking?



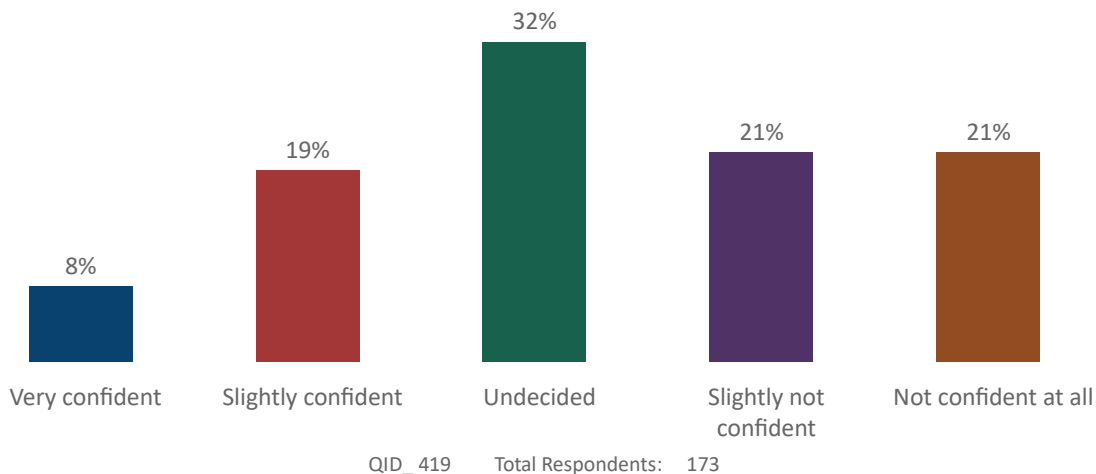
Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Transportation and Forced Labor

The transportation industry can help combat forced labor in many ways. Education and awareness in the transportation sector to identify forced labor are crucial. Figure 320 shows that among 173 roadway respondents, only 27% felt slightly or very confident about identifying labor trafficking in their work environment.

Figure 320

How confident are you that you can identify labor trafficking in your work environment ?



Note: Statistics include responses from participating roadway workers and may not represent any larger population segment.

Transportation organizations take multiple approaches to counter human trafficking. Among 923 workers, 15% of respondents mentioned that their organization met regularly under an agreed-to plan (e.g., supply chain reviews) with a core team of champions and managers. Other responses include communicating counter-trafficking efforts to partners (84%), designating a point of contact (26%), establishing a reporting protocol (60%), and identifying internal resources that can be shared with the community (39%) (Figure 321).

Figure 321

What approaches does your company/agency/organization take to support countering human trafficking? Select all that apply.



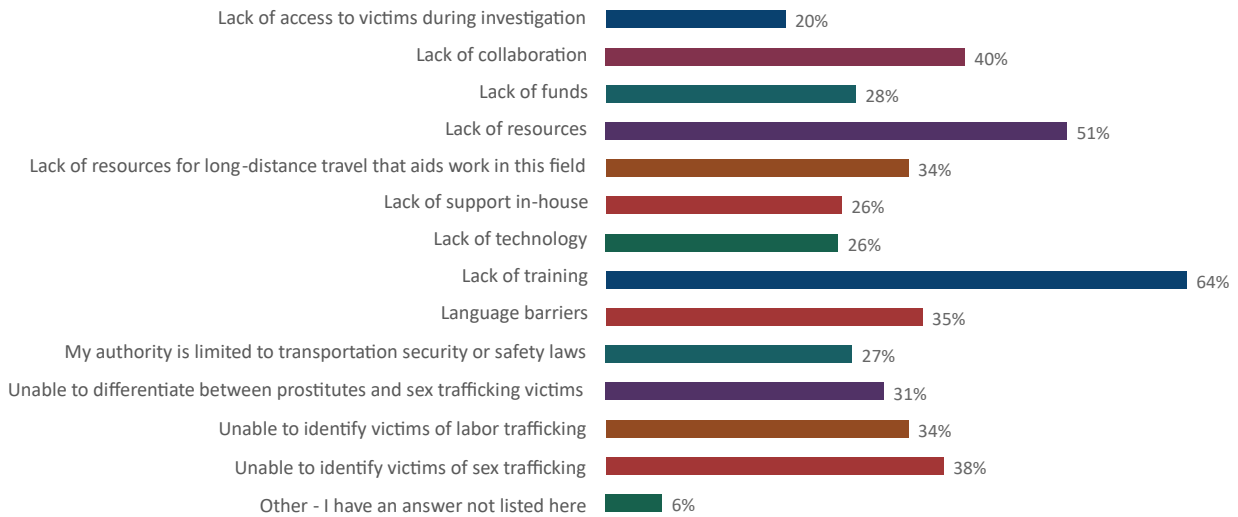
QID_122 Total Respondents: 923

Note: Statistics include responses from respondents in all modes and may not represent any larger population segment.

Figure 322 shows 256 law enforcement identified the most significant barriers they faced in working human trafficking leads, including 34% who pointed to an inability to identify labor trafficking victims as a barrier, while 38% indicated a similar barrier for sex trafficking leads.

Figure 322

In working human trafficking leads, what are the greatest barriers you face? Select all that apply.



QID_460 Total Respondents: 256

Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Forced Labor in Supply Chains

Around 17.3 million forced labor victims are in the private sector,⁴⁷² many of whom are in the supply chains producing the goods the public uses daily. Awareness of forced labor issues in supply chains and how to combat forced labor through supply chain management has increased in the past decade, mainly due to new disclosure statement laws around the globe, including the California Transparency in Supply Chains Act, known as SB 657.⁴⁷³ SB 657 requires companies doing business in California with earnings of more than \$100,000,000 to inform consumers about the risk of human trafficking and modern slavery in their supply chains.



SB 657 had a seminal impact on managing corporate supply chains' role in modern slavery.⁴⁷⁴ Following SB 657, awareness about modern slavery in supply chains increased significantly.⁴⁷⁵ Many countries adopted similar acts to address modern slavery in the supply chains, such as the UK Modern Slavery Act of 2015 and the Australia Modern Slavery Act of 2018. In December 2021, the Uyghur Forced Labor Prevention Act was signed into law in the U.S. to ensure that goods made with forced labor in the Xinjiang Uyghur Autonomous Region of the People's Republic of China do not enter the U.S. market.⁴⁷⁶ While there are increased anti-trafficking efforts, the recent U.S. Government Accountability Office Report⁴⁷⁷ shows various impeding factors, such as staffing gaps, monitoring weaknesses, and data reliability and information sharing problems.

In 2017, federal agencies started investigating a company that harvested watermelons for multiple supermarket chains.⁴⁷⁸ The contractor pled guilty to conspiracy to commit forced labor and racketeering charges and was sentenced to 118 months in prison in late 2022. At one location that housed some victims, more than 40 workers were forced to live in 10

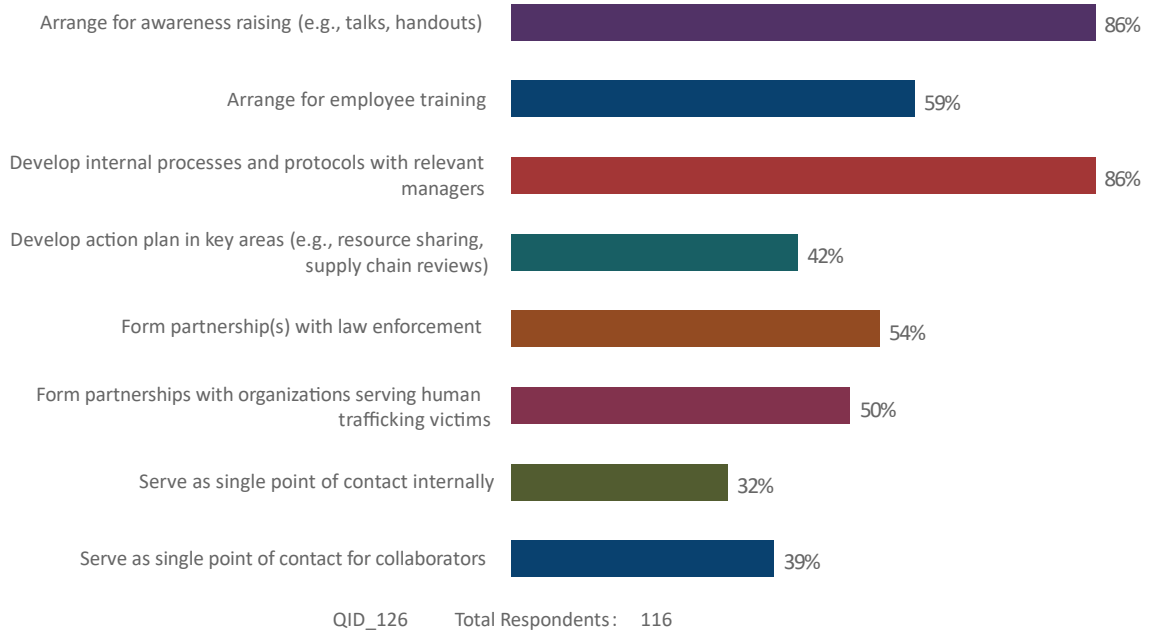
rooms, providing only 240 square feet of living space and 60 square feet for the bathroom. The workers were not adequately compensated or reimbursed for inbound transportation costs to the work site. This case highlights the ongoing need for companies to remain committed to monitoring supply chains and taking immediate and affirmative action where human trafficking was identified in their supply chains.

NOST respondents provide a transportation sector perspective on supply chain management to combat forced labor. Forty-two percent of 116 aviation workers mentioned that the person coordinating anti-human trafficking programming in their organization was responsible for developing action plans in critical areas (e.g., resource sharing, supply chain review) (Figure 323, pg. 388).

Multiple personnel might play a key role in ensuring an entity's supply chains are free of forced labor. One way is to ensure the accountability of their employees so that there is no exploitation in the workforce and the supply chain.⁴⁷⁹ Forced labor in transportation and supply chains becomes more frequent following disasters like Hurricane Katrina.⁴⁸⁰ The most common position reported as responsible for ensuring the supply chain excludes forced labor is human resources manager, which is 56% of 281 of respondents (Figure 324, pg. 388). Education on governance and transparent communication can help achieve the goal of forced labor-free supply chains.

Figure 323

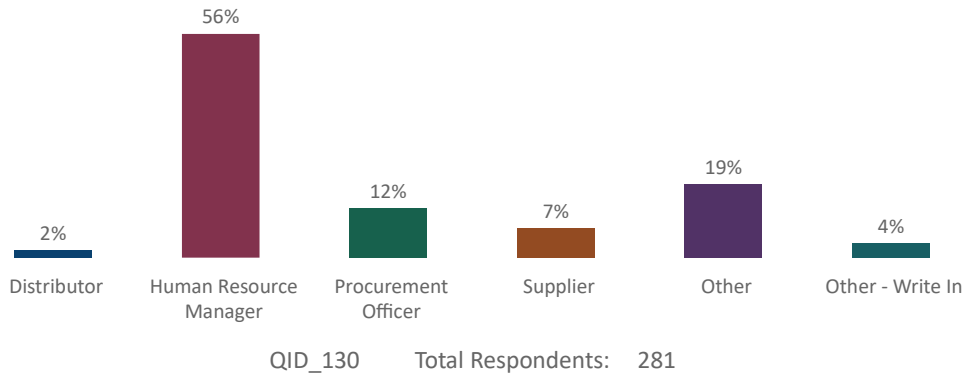
What are the responsibilities handled by the person coordinating anti -human trafficking programming? Select all that apply.



Note: Statistics include responses from participating aviation workers and may not represent any larger population segment.

Figure 324

Who is responsible for ensuring your supply chain does not include forced labor ?

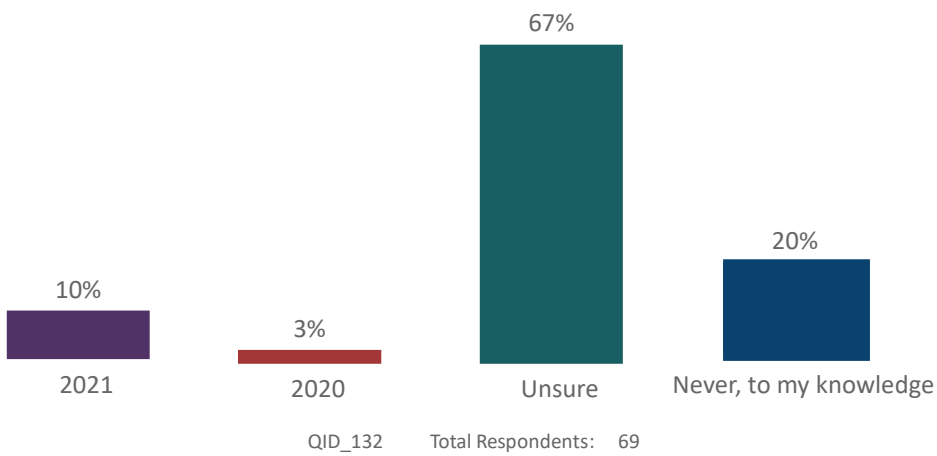


Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Sixty-seven percent of 69 NOST respondents stated that they were unsure about the last time their organization reviewed policies and procedures to ensure that forced labor was not occurring among vendors in the supply chain. Simultaneously, 20% believed that they had never been reviewed. Only 13% thought their policies had been reviewed in the past two years (Figure 325, pg. 389). Eighty-three percent of 244 supported a zero-tolerance policy for external partners who used forced labor in their supply chain. We should note that 16% responded that they were unsure about such a policy (Figure 326, pg. 389).

Figure 325

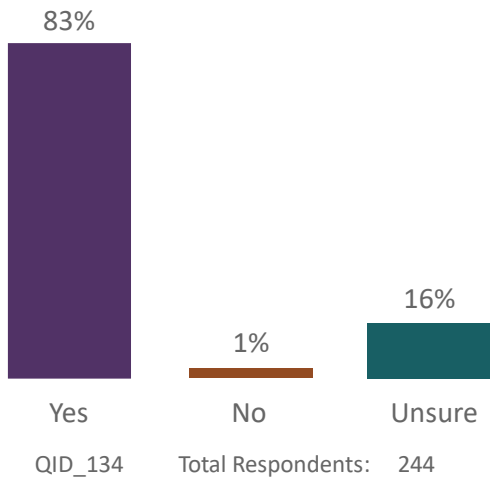
When is the last time your organization reviewed policies and procedures to ensure forced labor is not occurring among vendors in the supply chain?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 326

Do you support a zero-tolerance policy for external partners who use forced labor in their supply chain?

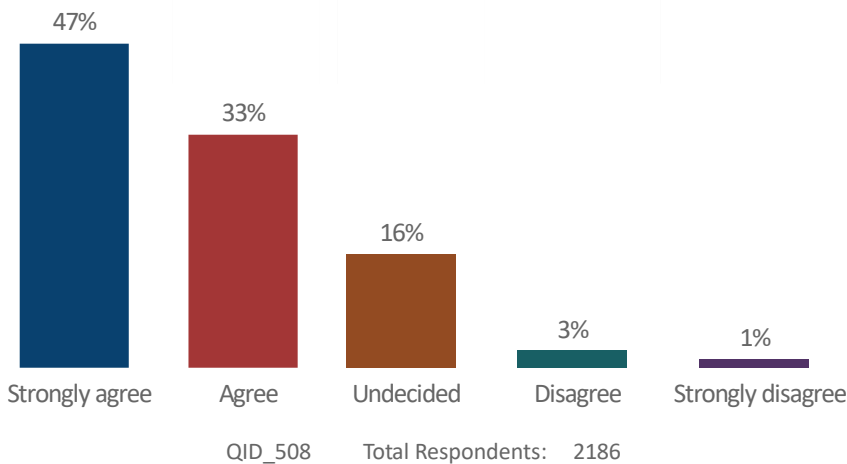


Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

At a much broader policy level, of 2,186 respondents, 80%, agreed or strongly agreed that "the demand for lower cost products by consumers should also include a demand for companies to avoid using forced labor in their supply chain" (Figure 327, pg. 390).

Figure 327

To what extent do you agree or disagree with this statement, "The demand for lower cost products by consumers should also include a demand for companies to avoid using forced labor in their supply chain."



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Concluding Thoughts

The NOST survey provides valuable insights into the current understanding of forced labor - from the perspective of the transportation industry, service providers, and survivors - and how can the transportation sector help combat human trafficking.

Results suggest that to combat human trafficking, we need to increase awareness of forced labor, especially in supply chains. Another focus area should be labor trafficking in minors. Research on labor trafficking in children in the U.S. is still in its infancy.⁴⁸¹ Much research is still needed to understand the characteristics, vulnerabilities, and needs of victims of minor labor trafficking.

A new web tool, the ILO Forced Labor Observatory, was recently launched.⁴⁸² This tool provides global and country-level information regarding international and national legal and institutional frameworks, enforcement, prevention, prevention, and cooperation. It could help practitioners, researchers, and policymakers in their forced labor efforts and interactions with the transportation industry as they support the fight.

The NOST survey provides the underlying mechanism for collecting frontline data, which provides some preliminary awareness of forced labor. This baseline awareness is crucial to society's attempts to achieve decent work, economic growth, and other sustainable development goals.⁴⁸³ The results of this survey and future versions of the NOST will significantly aid in combating forced labor and in achieving related societal goals.

About the Author

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Indigenous Populations: Human Trafficking in Tribal Communities

By Margo Hill, JD, MURP (Member of the Spokane Tribe)

There is increasing recognition that Indigenous communities are disproportionately at risk for human trafficking. This may include American Indian, Alaska Native, Native Hawaiian, and Pacific Islander populations. Factors that generally lead to a disproportionate risk of trafficking include a history of abuse and neglect, social disconnection, social stigma and exclusion, and systemic inequalities. For Indigenous communities, this crisis is further complicated by complex jurisdictional issues, lack of funding, and lack of culturally responsive services.⁴⁸⁴ Human trafficking is one part of a broader and long-standing phenomenon of violence and subjugation, as seen in the more general term “Missing and Murdered Indigenous Women” (MMIW), used to describe the many deaths and disappearances of Native American women and girls.

In the context of MMIW, Native American women disappear multiple times: when they move from reservations to towns and rural communities⁴⁸⁵ and when the media fails to report their murder or disappearance.⁴⁸⁶ The hidden but pervasive crime of human trafficking can become a major force in their lives. It is important to note that, as appropriate, society is recognizing the ongoing occurrence of “Missing and Murdered Indigenous Women and People” (MMIWP).

To support United Against Slavery’s efforts to communicate the National Outreach Survey for Transportation (NOST) data on human trafficking and their relevance, the author uses this chapter to outline the circumstances of the affected population, Indigenous communities of North America. To do so, this chapter contextualizes the NOST data by using information from an article that the author developed with two colleagues, Matthew B. Anderson and Idella King. Published in 2022, that article includes their analyses and those of others to form a picture of this population’s vulnerabilities, circumstances, and needs. Readers are encouraged to refer to the published article for further information.

A Historical Legacy Still Relevant to Today

The subjugation and sexual exploitation of Indigenous women date to the early colonization of North America.⁴⁸⁷ The historical treatment of Native Americans, including federal Indian policies and laws, contributes to the increased vulnerabilities of Indigenous people to human trafficking. Current legal jurisdiction among tribal and non-tribal law enforcement can cause confusion and allow human traffickers to take advantage of the complex legal jurisdiction, leaving Indigenous people more vulnerable. The current state of affairs results from historical injustices that have persisted, and Indigenous women and girls are now more vulnerable to predators.⁴⁸⁸

Native Americans were forcibly removed from their native lands and relocated to reservations because of the U.S. expansion in the nineteenth and early twentieth centuries. The reservation lands very often were the lands that settlers did not want. They were remote lands that lacked valuable resources. The ongoing consequences of government-induced poverty, structural inequality, lack of opportunity, etc., for tribal communities in North America are well documented, including as reported by Campagna.⁴⁸⁹

Today, there are 574 federally recognized tribes in the United States (U.S.), and according to the Bureau of Indian Affairs (BIA), approximately 56.2 million acres are held in trust by the U.S. for Indian tribes and individuals.⁴⁹⁰ This land includes federal Indian reservations, pueblos, rancherias, missions, villages, and communities. The data show that American Indians and Alaskan Natives experience much higher victimization rates than the rest of the population. It is alarming to note that "American Indian and Alaska Natives are 2.5 times as likely to experience violent crimes and at least two times more likely to experience rape or sexual assault crimes than all other races," according to the National Congress of American Indians Policy Research Center, citing U.S. government agency statistics, and 34% of all Native American women will be raped, per findings in 2000 from the National Violence Against Women Survey.⁴⁹¹

Understanding the true scope of such violence is hampered by significant data- and research gaps. Research illustrates that while there were 5,712 reports of missing American Indian and Alaskan Native women and girls in 2016, according to data from the U.S. Department of Justice (DOJ), Federal Bureau of Investigation's (FBI) National Crime Information Center, it appears that during the same period, the DOJ missing person's database, NamUs, only logged 116 cases for that demographic.⁴⁹² Bachman et al., in a grantee report for the DOJ's National Institute of Justice, showed that the rates of violence against Indigenous women could be ten times higher than others.⁴⁹³



The data show that Indigenous women and girls face a startling and disproportionate predatory threat; however, U.S. attorneys frequently do not charge severe crimes against Indigenous women and girls. Depending on the situation, multiple agencies (e.g., tribal, state, federal) could claim jurisdiction, which may lead to confusion or inaction. Sixty-seven percent of sexual abuse incidents reported in tribal communities between 2005 and 2009 were never brought to justice.⁴⁹⁴

Where do transportation and human trafficking collide? Truck stops, airports, bus terminals, seaports, and borders are just a few places where persons and goods are transported and where trafficking can happen in Indian Country. For example, traffickers exploit highways and interstates, including on the U.S. Interstate-5 corridor, where nefarious actors seek to move

victims across and between the Mexican and Canadian borders.⁴⁹⁵

Data, Findings, and Analysis

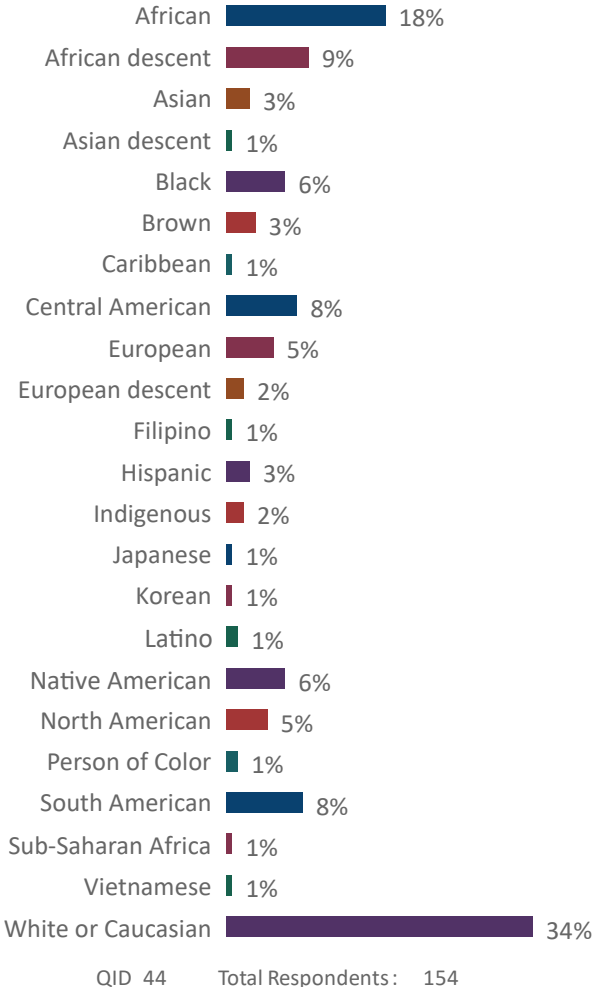
The NOST included several survey questions on human trafficking and its intersectionality with tribal communities. Approximately 34% of survivors were White or Caucasian. The other half identified as other races, including Hispanic (3%), African (18%), Native American (6%), Central American (8%), Caribbean (1%), and others, providing a cross-section of race (Figure 328, pg. 394). To limit time spent on the survey, not all respondents were asked about their race or affiliation, but future studies can include this as a baseline question asked of all participants.

In determining what is and is not working, the NOST is helpful and identifies areas that need improvement. The data found shortcomings in adapting public education materials for transportation modes. Although not generalizable, the data provided insight into trafficking in general and areas where Indigenous peoples may be more vulnerable to becoming human trafficked. Survey responses from 81 survivors indicated that they were trafficked for commercial sex work at bars and strip clubs (33%), hotels/motels (25%), casinos (20%), and online interactive sexual services (15%). The responses referenced transportation industries, including ports (4%), oil fields (2%), and the shipping industry (5%). Sex trafficking also occurred at conventions (1%), man camps (7%), local malls (1%), private homes (4%), and in their own home (1%) (Figure 329, pg. 395).

NOST research also highlights the necessity for effective content development for training, toolkits, and other engagement methods and guaranteeing updates to such materials. The survey responses confirmed a need for research on the most effective methods for removing typical transportation barriers for victims of human trafficking and facilitating their long-term accessibility to transportation. The responses also demonstrate the need for the transportation industry to assist social service providers in giving crime victims access to transportation resources.

Figure 328

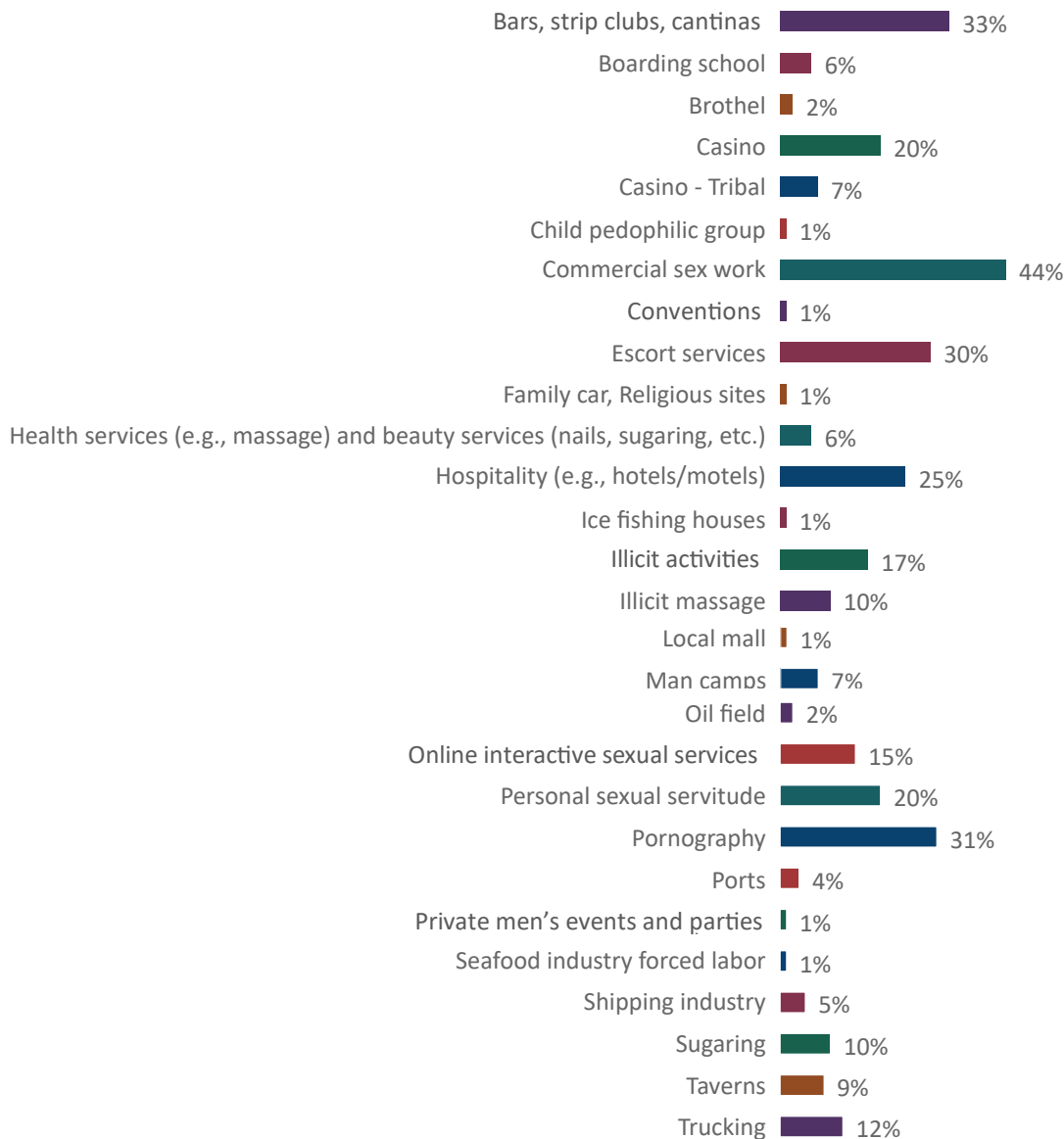
How would you best describe yourself. Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment.

Figure 329

SURVIVOR-PROVIDED QUESTION: Please confirm if you were sex trafficked in any of the following places. Select all that apply.



QID_282 Total Respondents: 81

Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. Open responses to this survey question include Brothels (2%), Child Pedophilic Group (1%), Conventions (1%), Family car, Religious site (1%), Ice fishing houses (1%), In a house I lived (1%), In homes (4%), Local mall (1%), My trafficker's home (1%), Private men's events and parties (1%), and Webcam that was shown to others (1%).

Why does this crime happen in or around tribal communities? As previously stated, the complex legal jurisdictional framework of laws in tribal communities (often called "Indian Country") makes arresting and prosecuting perpetrators challenging. Layers of laws include federal, tribal, and possibly state jurisdiction. When looking at the data, 83% of the identified culprits were male, and half were non-Native, reflecting the racial dimensions of this issue.⁴⁹⁶

The interactions between tribes and the federal government have evolved because of the rulings made by the U.S. Supreme Court. Treaties, executive orders, federal statutes, and further U.S. Supreme Court case law

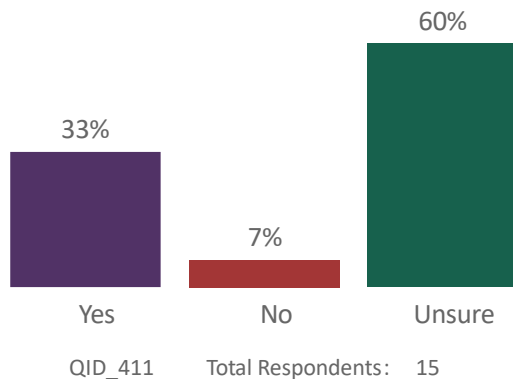
contribute to the political connection between tribes and the federal government. The political structure of the intergovernmental interactions, the availability of transportation services, property tenure (ownership), and the criminal jurisdiction of various agencies all add to the complexity of this relationship. One issue in human trafficking cases is criminal jurisdiction over offenders. In *Oliphant v. Suquamish* (1978), the U.S. Supreme Court declared that the tribe lost its criminal jurisdiction over non-Indians when it became a domestic-dependent nation within the U.S., leading to race and its relevance in law enforcement choices.⁴⁹⁷ Due to the jurisdictional gaps created by these federal regulations, offenders mistakenly assume they can get away with committing crimes in Indian Country.

Increasing Cases - Vulnerabilities

Federal Indian laws and policies directly impact the number of cases prosecuted. While discrimination permeates institutional policies, legal procedures, and cultural misrepresentations, Indigenous women are more likely to struggle with poverty, abuse, and substance use disorders.⁴⁹⁸ Among a small group of 15 service providers in the NOST that had already been asked, 33% of the agency or organizational staff that work in human trafficking indicated that they thought the number of human trafficking cases among Indigenous clients was increasing, and 60% said they were unsure (Figure 330, pg. 396). Among the 33%, when asked why cases were increasing, some open-text responses indicated increased awareness about Indigenous victims and increased opportunities for Indigenous populations working outside the tribal communities. NOST respondents commented that Indigenous persons lacked resources, identification, and attention. Moreover, Indigenous communities have higher vulnerability factors, and anti-trafficking organizations are becoming better educated on marginalized communities, which surfaces more details on their circumstances. To Native Americans, the vulnerability also comes from relying on cash systems because banks are generally unavailable on reservations, and many tribal people seldom have credit cards. This makes buying a bus or rail ticket or paying for a hotel room difficult.⁴⁹⁹

Figure 330

Based on your work, do you think the number of human trafficking cases among Indigenous clients are increasing?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

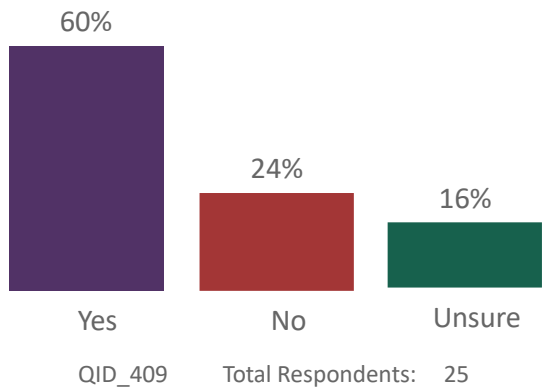
Additionally, tribal people do not always carry the state identification that many transportation services require; instead, they carry tribal identification, which may not be widely recognized or accepted, further hindering purchasing transportation and paying for lodging.⁵⁰⁰

According to the NOST data, during the 2019 and 2020 calendar years, 60% of service provider respondents had trafficking cases involving Indigenous clients, while 24% said no, and 16% were unsure (Figure 331, pg. 397). These responses demonstrate that although Native Americans and Alaskan Natives comprise less than 2% of the population, more than half of the survey respondents had cases involving them. Moreover, the “unsure”

responses can demonstrate the general challenges or lack of quality data, underreporting, and racial misclassification. Racial misclassification is the incorrect coding of an individual's race or ethnicity. Misclassification generally favors the larger race, so "while American Indians are classified as White, the reverse of that is rare."⁵⁰¹

Figure 331

During the 2019 and 2020 calendar years, did you have human trafficking cases that involved Indigenous clients?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Multiple providers added a comment relating to their work with the Indigenous population.


Figure 331, QID_409 comments

“Increased opportunities for indigenous populations to potential employments outside of their communities or join relatives outside the confines of the community makes them vulnerable to exploitation.”

“Vulnerability factors are higher for Indigenous communities and anti-trafficking organizations are becoming more educated on ways to reach marginalized communities (they are identifying more victims because of increased awareness). Systemic inequalities impacting Indigenous people have not been addressed so cycles of abuse and intergenerational trauma increase with each generation”

Advertising Survivors as Indigenous

With respect to human trafficking cases involving Indigenous people during the 2019 and 2020 calendar year, a small number of NOST respondents reported that a trafficker advertised the survivor as a member of an Indigenous people. Society's sexualization of Indigenous women and girls contributes to this issue. Service Providers were allowed to select more than one response regarding any case they had worked with Indigenous populations. While some respondents did not encounter Indigenous people, others reported cases of whether the trafficker or victim identified as Indigenous (36%). Half indicated that they had never encountered an Indigenous trafficker, and more often, the respondents indicated they had interacted with Indigenous victims and survivors (Figure 333, pg. 399).



I had no transportation or access to any[thing] to escape from my experience. I was in a remote area. After I ran away, I still could not get to places because I had no money for[the] bus, no car, no way to get around. It was extremely difficult and challenging for years.”

The Survivor requested to remain anonymous



Figure 333

During the 2019 and 2020 calendar years, how often did you work human trafficking cases with the following circumstances involving Indigenous peoples? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Transportation in Indian Country

Trafficking in Indian Country includes many elements of transportation that move people and cargo: truck stops, airports, bus terminals, seaports, and borders. One scenario, outlined in *The United States Attorneys' Bulletin*, a journal of the DOJ, has evolved after awareness raising and action by the government. Civilians are no longer allowed access to ships; one must present identity and credentials to board the docks and boats. The volume of trafficking has dramatically decreased because of these security measures.⁵⁰²

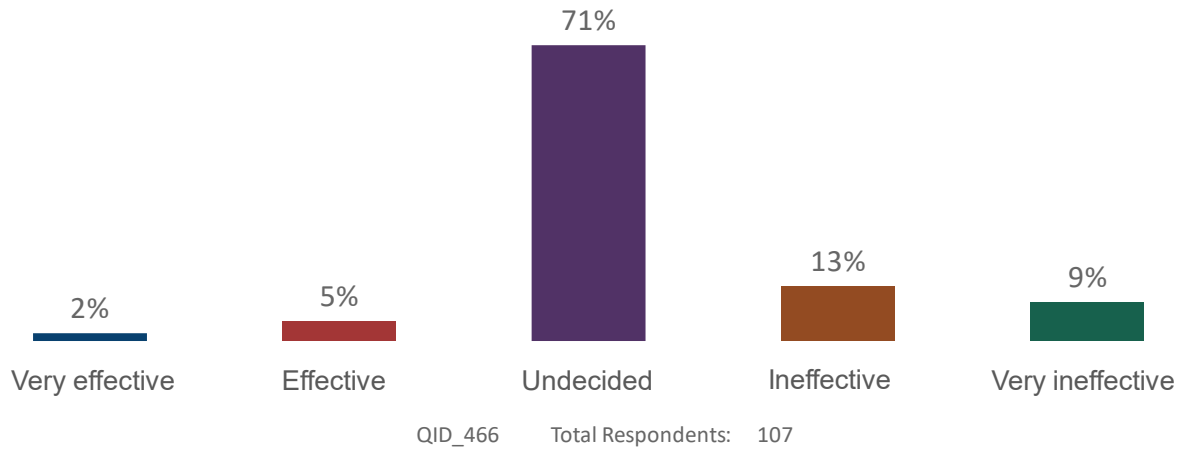
Transportation experts must consider how physical and policy frameworks enable traffickers to use Native women and girls as victims. Given the foregoing historical and systemic concerns, it is important to measure awareness. The NOST asked roadway workers, “How effective has the transportation sector been in sharing operational and surveillance data to help address the epidemic of Missing and Murdered Indigenous Women?” Most (71%) were undecided, while 13% felt the transportation sector was “ineffective.” Finally, only 9% felt that the transportation sector is “very ineffective,” and 5% believed the transportation industry to be “effective” and “very effective” (2%) in sharing operational and surveillance data to help stem the epidemic of MMIW (Figure 334, pg. 400).

Victims Seeking Help

Forty service providers in the NOST indicated that client services are difficult to obtain for survivors in their local area (Figure 335, pg. 400). A follow-up survey question was not asked specifically when serving Indigenous populations. Also, culturally sensitive services are often unavailable to clients (Figure 336, pg. 401). Working with Indigenous clients and other populations requires service providers and other essential social services to receive training on providing culturally sensitive programs.⁵⁰³ The individual needs of each client will vary, and the elements of culture can be very broad (Figure 337, pg. 401). Training in being culturally sensitive should include foundational elements in working with any population and be adaptable to those clients. This training should be standard for those working with clients, including new and existing staff members.

Figure 334

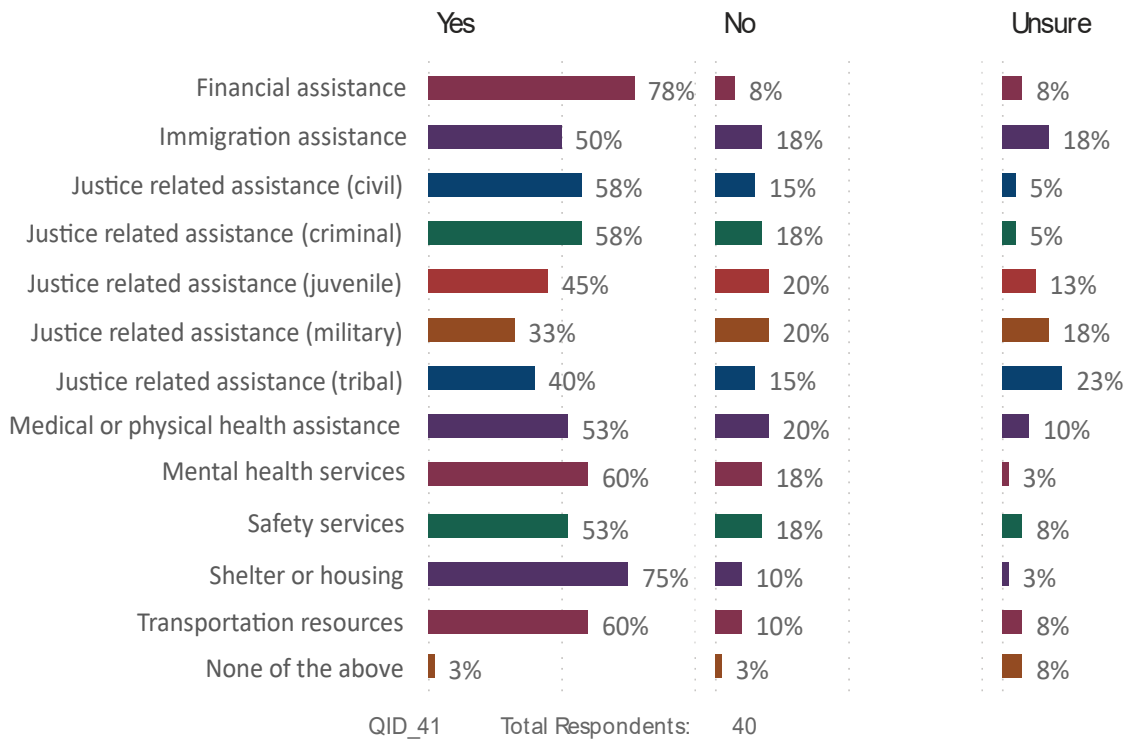
How effective has the transportation sector been in sharing operational and surveillance data to help address the epidemic of Missing and Murdered Indigenous Women ?



Note: Statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 335

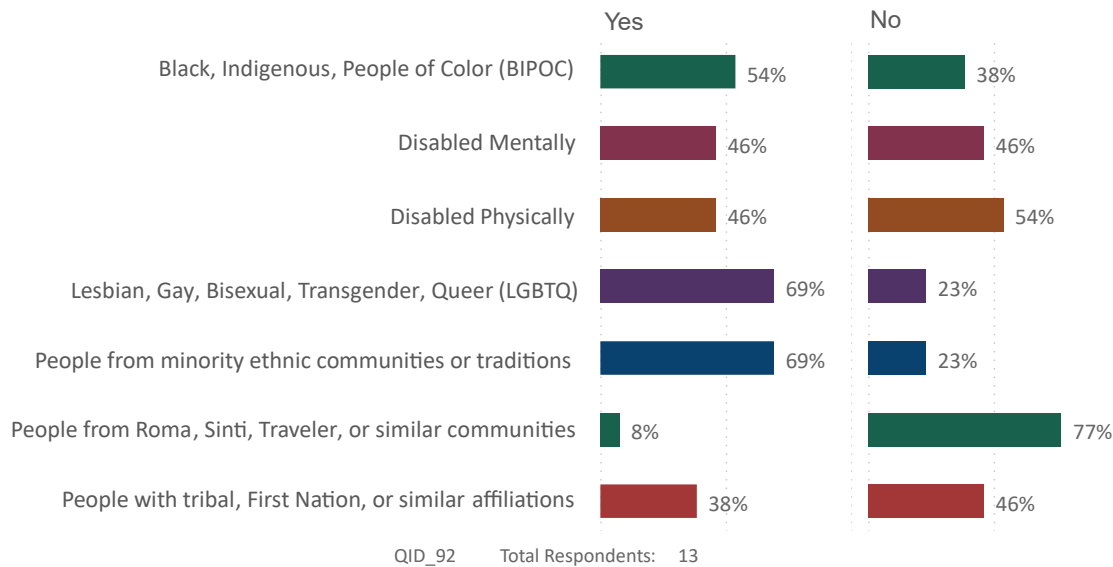
Are there any services that your clients need that are difficult to obtain in your local area? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 336

Do you have existing, culturally sensitive services, or other dedicated services, available for the following clients? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 337 ⁵⁰⁴

The CLAS Standards broadly define culture as the integrated pattern of thoughts, communications, actions, customs, beliefs, values, and institutions associated, wholly or partially, with racial, ethnic, or linguistic groups as well as religious, spiritual, biological, geographical, or sociological characteristics. Culture is dynamic in nature, and individuals may identify with multiple cultures over the course of their lifetimes.

This applies to individuals who may have experienced trafficking. Do not assume that individuals who have experienced similar exploitation and trauma will have the same questions or responses to care. Each of them has their own cultural identity.

- Any two individuals within the same culture may be distinctly different because of other cultural affiliations.
- Some cultural characteristics will be more important to one person than to another member of the same culture because of other cultural identities.
- Within any given culture, the differences between two individuals may be more pronounced than their similarities.

Elements of culture can include:

- Age
- Cognitive ability or limitations
- Country of origin
- Education level attained
- Environment and surroundings
- Family and household composition
- Gender identity
- Sexual orientation
- Generation
- Health practices
- Linguistic characteristics (languages spoken, literacy levels, other communication-related needs)
- Political beliefs
- Residence (urban, rural, or suburban)
- Norms
- Values
- Race
- Ethnicity

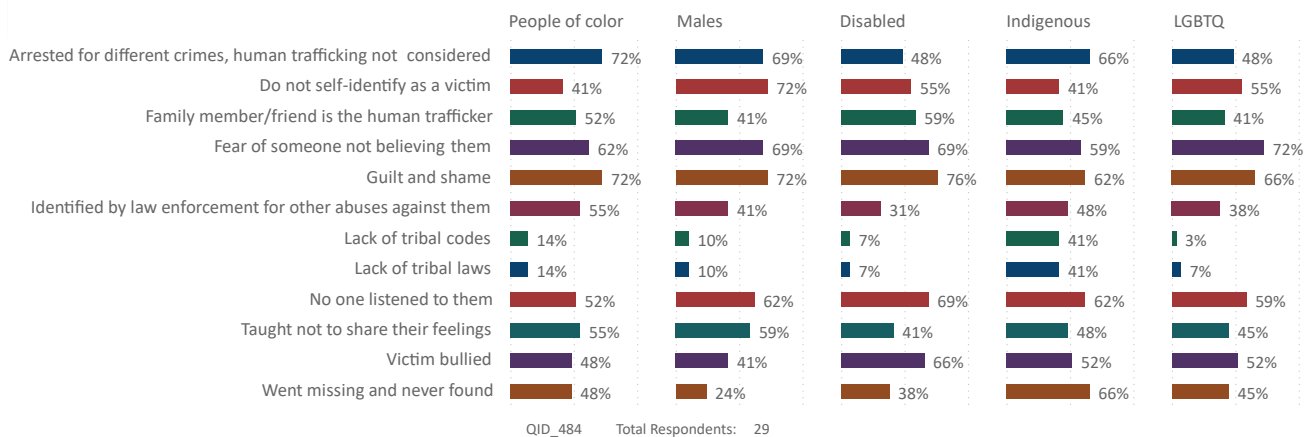
The [Culturally and Linguistically Appropriate Services PDF](#), or CLAS, Standards were developed by the U.S. Department of Health and Human Services' Office of Minority Health as a way to improve the quality of services provided to all individuals and works to reduce health disparities in order to achieve health equity.

As discussed in this report’s chapter on vulnerable populations, “*Vulnerable Populations: Underserved Communities - Identifying Needs and Supporting Resiliency*,” the NOST asked service provider respondents, “Among the following populations, why do you think more abuse victims, such as Indigenous and LGBTQ[2S]+, do not seek help?” With respect to Indigenous people, service providers indicated the reasons that they believe that Indigenous people do not seek help were fear of someone not believing them (59%), a family member or friend was their human trafficker (45%), they fear being arrested for crimes (66%), they are concern about guilt and shame (62%), they are bullied (52%), they are taught not to share their feelings (48%), and they went missing and were never found (66%) (Figure 338).



Figure 338

Among the following populations, why do you think more abuse victims do not seek help? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Task Forces

Numerous states are making multifaceted attempts to comprehend and address the nature, scope, and causes of the epidemic of violence against Indigenous communities. Some states, such as Washington, have task forces to analyze the issue and suggest improvement.⁵⁰⁵ Outside the U.S., other nations have created frameworks to decide what institutional and systemic reforms are needed to confront this situation. Ongoing collaborations can enable such work, and task forces are becoming a model approach. For example, over 47% of 17 Service Providers reported that their agency/organization is involved with local human trafficking task forces, 24% with state task forces, and 12% with national and international task forces (Figure 339, pg. 403). In turn, this model approach could be tailored to address tribal inequities.

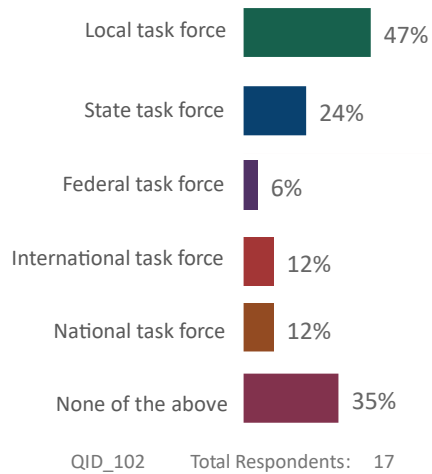
Connections Between Human Trafficking and MMIW

One-third of 40 respondents, among service providers and several positions in multi-modes, were only slightly confident that they could provide details on the connection between human trafficking and MMIW; 25% were very confident, but 33% were undecided if they could make this connection (Figure 340, pg. 403).

The NOST reviewed potential underreporting in vulnerable populations, including the Indigenous community. Across different populations - males, Indigenous people, and LGBTQ persons - respondents believe that the exploitation of these populations is under-reported. In general, labor trafficking is believed to be under-reported across the respondents as well (Figure 341, pg. 404). When law enforcement respondents were asked whether they've worked with human trafficking victims who are Indigenous or have tribal affiliations, 2.6% said yes, 87% said no, 10% were unsure, and .4% preferred not to say (QID_56 – visual was not included in the chapter). Once again, the “unsure” responses may demonstrate the challenges of the lack of quality data, underreporting, or racial misclassification.

Figure 339

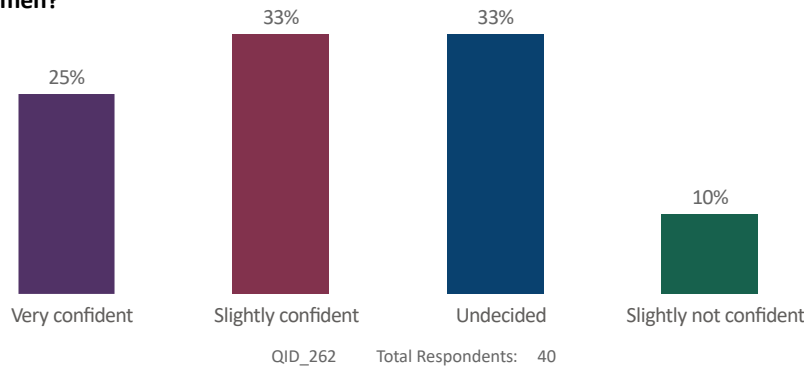
Please confirm if your agency/organization is associated with a human trafficking task force. Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment. A federal task force is part of a government task force and a National task force may be non-government related.

Figure 340

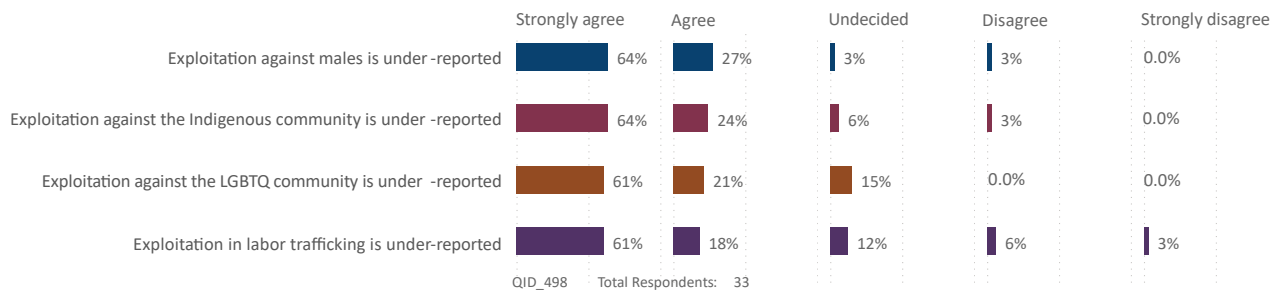
How confident would you be if asked to provide details on the connection between human trafficking and the epidemic of missing and murdered Indigenous women?



Note: Statistics include responses from participating service providers and multi-modal respondents and may not represent any larger population segment.

Figure 341

To what extent do you agree or disagree with these statements ?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Training

Respondents indicated they want to receive trafficking training on a wide range of topics, including 43% of 3,139 respondents desired training on Indigenous and tribal issues in human trafficking (Figure 342). With almost half answering affirmatively on this training focus, such motivation could help improve the identification of trafficking abuses against the Indigenous people.

Figure 342

Would you like to receive human trafficking training in the following areas? Select all that apply.



Note: Statistics include responses from respondents in all groups (except survivors) and may not represent any larger population segment.

Pipeline Facilities and Industries-at-Large

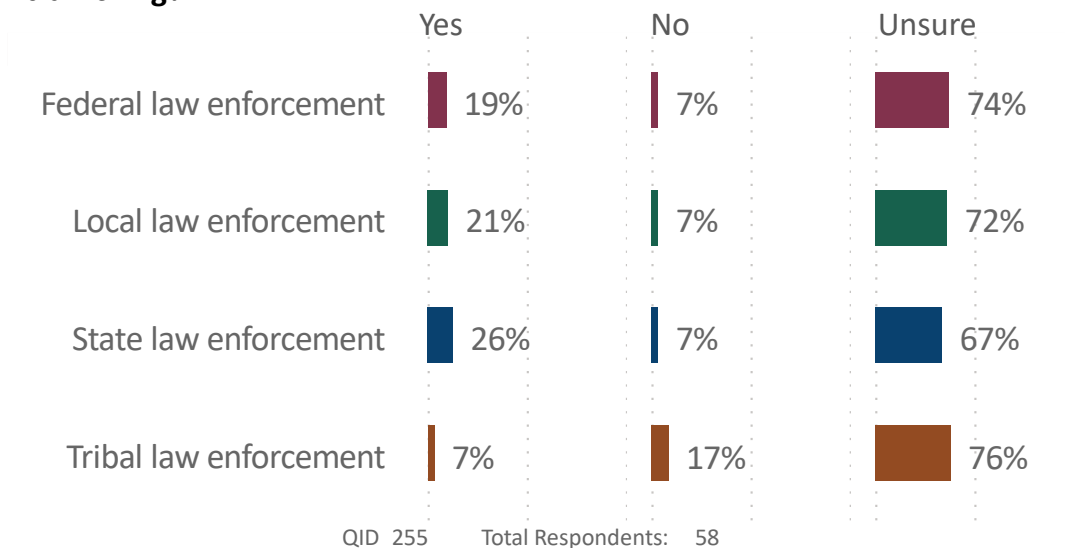
As discussed in the report chapter, “*Pipelines: Mitigating Exposure to Human Trafficking*,” multiple pipeline companies have addressed their commitment to provide anti-trafficking training to their workers and enforce a zero-tolerance policy for anyone who is involved with illegal behavior in their workforce or projects. Communication of this work with Indigenous peoples and its outcomes is vital to prevent crime against those in Indian country. *Indigenous peoples can continue to play a positive role in sustainable development by asserting their international human rights relating to extractive industries, with an emphasis on forming equal partnerships with States and business enterprises to engage in sustainable development where adequate environmental protections are in place.*⁵⁰⁶

Evidence

Collaboration is essential to prosecuting human trafficking cases successfully. When 58 state DOT respondents were asked if their employer had a strategy for sharing data and information with other governments to help trafficking cases, only 7% said a strategy existed in sharing with tribal law enforcement, 17% said no, and 76% were unsure (Figure 343).

Figure 343

Does your employer have a strategy for sharing data and information with other governments that is helpful to investigating human trafficking?



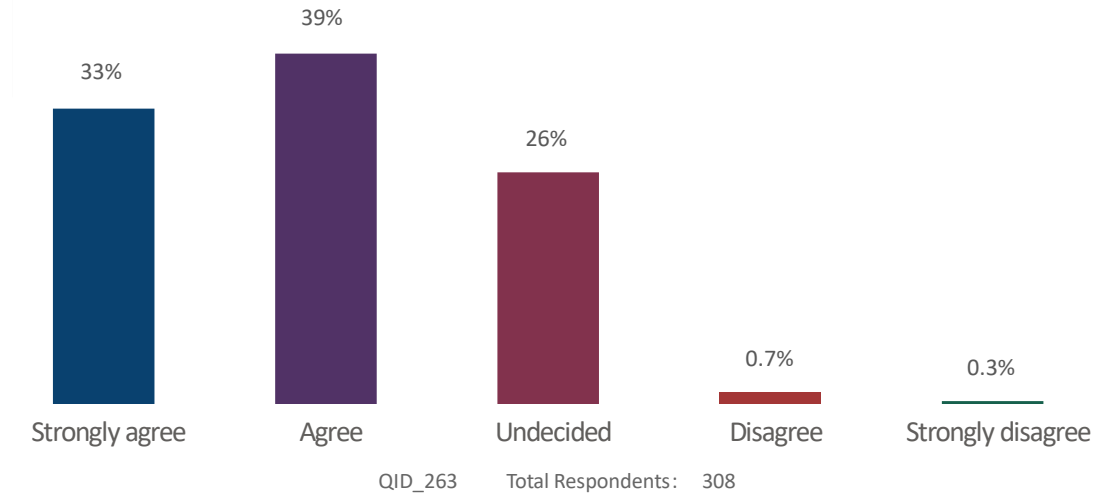
Note: Statistics include responses from participating state DOT workers and may not represent any larger population segment.

Resources to Combat Trafficking That Targets Indigenous People

The NOST also engaged with survivors, who provided insight into the resources needed to combat the trafficking of Indigenous populations. Among 308 law enforcement respondents, 72% said that they agreed or strongly agreed that more resources are needed to combat human trafficking that targets tribal members and other Indigenous peoples, and 26% were undecided (Figure 344, pg. 406).

Figure 344

SURVIVOR PROVIDED QUESTION: To what extent do you agree or disagree with this statement, "More resources are needed to combat human trafficking that targets tribal members and other Indigenous peoples."



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Summary of Federal Executive Orders and Bills Passed by Congress

On December 2, 2019, President Trump signed Executive Order (EO) 13898, *Establishing the Task Force on Missing and Murdered American Indians and Alaska Natives*.⁵⁰⁷ The U.S. Attorney General and the Secretary of the Interior co-chaired a two-year Task Force, Operation Lady Justice (OLJ). The OLJ included members from several programs within the Department of Justice, the Department of the Interior, and other federal agencies. The EO directed the Task Force to “conduct appropriate consultations with tribal governments on the scope and nature of the issues regarding missing and murdered American Indians and Alaska Natives” and develop a range of best practices and model protocols for new and unsolved such cases, including data collection and data sharing among jurisdictions, and use of criminal databases.⁵⁰⁸

In October 2020, President Trump signed Savanna’s Act⁵⁰⁹ and the Not Invisible Act⁵¹⁰ into law. Savanna’s Act seeks to address problems with MMIWP data collection and access. It directs the DOJ to review, revise, and develop law enforcement and justice protocols to address the MMIWP crisis.⁵¹¹ The Not Invisible Act established an advisory committee composed of tribal leaders, law enforcement, federal partners, service providers, and survivors focused on reducing violent crime against Native people. On May 5, 2022, the Biden Administration named the advisory committee. The advisory committee must make recommendations to the Department of the Interior and the DOJ.⁵¹²

The Violence Against Women Act was first passed in 1994, and Congress reauthorized the law in 2000, 2005, 2013, and 2022. Each iteration included specific additional provisions to support tribal sovereignty and improve protections for Native American women. The 2005 reauthorization included a Safety for Indian Women Title, increased tribal funding, and expanded the scope of protections for Native women.⁵¹³

In 2013, the reauthorization affirmed tribal criminal jurisdiction over non-Indians committing domestic violence and certain other violent crimes on tribal lands.⁵¹⁴ The 2022 reauthorization expands special criminal jurisdiction to prosecute non-Native offenders of sexual assault, child abuse, sex trafficking, and assaults on tribal police officers through tribal courts and justice systems.⁵¹⁵

In April 2021, the Department of the Interior established the Missing and Murdered Unit within the Bureau of Indian Affairs Office of Justice Services to pursue justice for missing or murdered American Indians and Alaska Natives.⁵¹⁶

On November 15, 2021, President Biden issued EO 14053, Improving Public Safety and Criminal Justice for Native Americans and Addressing the Crisis of Missing or Murdered Indigenous People.⁵¹⁷ The EO expresses the Administration's commitment to implement Savanna's Act and the Not Invisible Act and directs agencies to take several steps. The agencies provided a progress report in July 2022 (the report was released November 1, 2023).⁵¹⁸

On May 5, 2022, the Department of the Interior Secretary Deb Haaland and Deputy Attorney General Lisa Monaco recognized National Missing or Murdered Indigenous Persons Awareness Day. They announced the Not Invisible Act Commission members.⁵¹⁹ In conjunction with this activity, Deputy Attorney General Lisa Monaco launched a Steering Committee at the DOJ to address the MMIWP crisis.⁵²⁰ A year later, on June 28, 2023, it was announced that a Missing or Murdered Indigenous Persons Regional Outreach Program would permanently place 10 attorneys and coordinators in five designated regions⁵²¹ as a practical tool to address this issue.

The efforts above operationalize policy and send a strong signal that can help eradicate institutionalized, and sometimes race-based, behaviors that thwart efforts to address human trafficking. The NOST is one platform for continued information gathering to bring more progress to this community.

Recommendations and Solutions

What can federal, state, and tribal governments do to help the issue of human trafficking and MMIW? One answer is establishing collaborative efforts with transportation professionals and law enforcement across jurisdictions. Standardized protocols are necessary for responding to human trafficking and MMIW cases. In many rural and tribal communities, law enforcement lacks sufficient resources to investigate cases. In Washington, for example, the Washington State Patrol effectively uses tribal liaisons to work with tribal families and communities to locate missing persons and solve MMIW cases.⁵²² Federal entities such as the U.S. DOJ United States Federal Bureau of Investigation and U.S. Attorneys must investigate and prosecute cases in tribal communities.

There continue to be gaps in the law, causing officials to react too slowly to a disappearance. Parents and families need to be aware of social media, which provides perpetrators and traffickers access to their young people.⁵²³

Concluding Thoughts

Why is the NOST data important? Research can help prevent the path of human trafficking. With improvements in transportation officials' awareness of human trafficking, transit agencies, for example, are working to make their systems more secure. State departments of transportation are training their staff to be alert in rest areas. Agencies collaborate with law enforcement and special task forces to implement anti-human trafficking action plans. Moreover, transportation agencies can harness the potential of their employees and technology to fight trafficking, aid victims, and support critical decision-making. Efforts to combat human trafficking involving Indigenous populations must be improved. It must be focused across jurisdictions and within multi-disciplinary teams working with survivors in Indian Country.

About the Author

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“

In the United States of America, transportation is freedom. No transportation means you are a victim of human labor trafficking, especially for foreign nationals. Traffickers transform transportation into a tool of trauma for victims of labor trafficking.



In the United States of America, for any common man to SURVIVE, you need five things: 1) State ID. 2) Work Permit. 3) SSN – Social Security Card. 4) Freedom. 5) Transportation. Foreign Nationals walk on the highway without knowing it's called 'J' walking. (During my trafficking situation I was pulled over while walking to work) Victims of kids studying in elementary/middle/high school walk in thick snow from school to home, if engaged in extra-curricular activities after school hours, as there is no school bus. (RED FLAG) Perpetrators blackmail victims by paying exorbitant amounts for transporting them to work from home.

Traffickers transport victims from one State to another State to save themselves from being prosecuted. No transportation means No freedom.

No freedom means human trafficking."

Harold D'Souza

Vulnerable Populations: Underserved Communities - Identifying Needs and Supporting Resiliency

By Yvonne Chen, Lori L. Cohen, and Samantha Martinez

Recently, social media has helped spread greater awareness about human trafficking and its devastating impact on its victims. Unfortunately, while trafficking is a harsh reality, many examples circulated fail to capture the actual experiences of most survivors. Understanding this, the National Outreach Survey for Transportation (NOST) team wanted to gain more insight through data into the perceived notions of vulnerable populations.

NOST data seeks to understand human trafficking better, especially as it intersects with transportation, and gauge understanding among groups broadly. As discussed in the general opinion chapter of this report, *“Societal Views About Human Trafficking,”* when asked about the most common forms of trafficking in their communities, transportation workers believe that sex trafficking occurred more frequently than labor trafficking and that more victims were foreign nationals, females, and children. The survey also revealed that the respondents desired more information on the types of vulnerable groups and trafficking. In a separate question regarding the under-reporting of trafficking, of 33 respondents, more than 80% believe that exploitation against males, the LGBTQ+ community, and the Indigenous community is under-reported (Figure 345, pg. 411). Of 2,580 respondents, 47% believed children are more vulnerable to recruitment into sex trafficking than adults, 43% believed children and adults were equally vulnerable, and 2% believed adults were more vulnerable (Figure 346, pg. 411). Of 1,940 respondents, 52% believed both children and adults were equally vulnerable to labor trafficking, while 24% believed children were more vulnerable, and 14% thought adults were (Figure 347, pg. 411). Understanding these views will help inform awareness-raising, training, and other efforts in the transportation sector. If transport workers only look for signs of human trafficking within one or more populations, many victims may never be recognized.

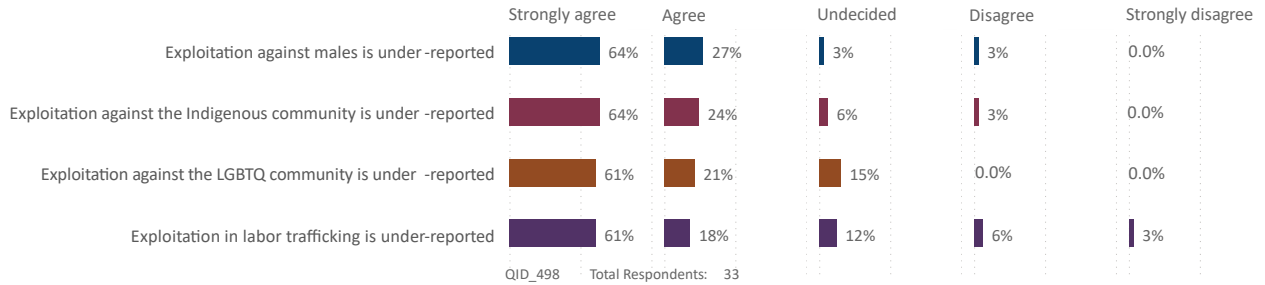
Factors that Contribute to Vulnerability

Human trafficking thrives when it is unseen. It flourishes in environments where traffickers can reap substantial monetary gain with a relatively low risk of getting caught or losing profits, usually in communities that struggle with a lack of resources.⁵²⁴ Traffickers seek out victims whose societal and personal circumstances cause or exacerbate their vulnerabilities. While all people have different susceptibilities, many populations with varying levels of vulnerabilities can lead to exploitation. Circumstances such as homelessness, poverty, political instability, natural disasters, and climate change can create unstable conditions in which people may experience fear, anxiety, or desperation. These conditions may force people to migrate in search of safer communities, which paradoxically could lead to unstable shelter, unemployment, and a loss of community support systems.⁵²⁵ In other instances, emotional vulnerabilities can render an individual susceptible to manipulative relationships

when searching for protection, romance, or friendship. These variables can be categorized as situational and contextual vulnerabilities. Because of each population’s specific situation and context, vulnerabilities become reinforced or amplified due to a community’s prevalent, problematic societal infrastructures.

Figure 345

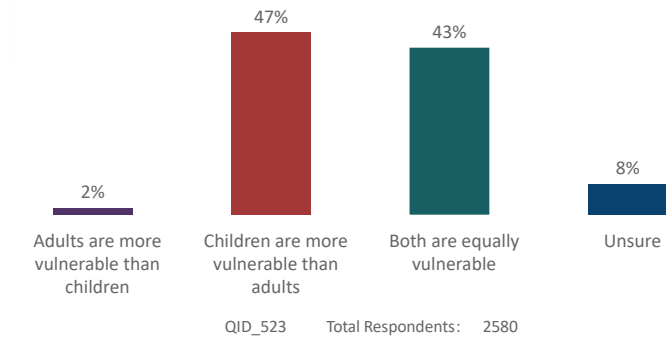
To what extent do you agree or disagree with these statements ?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 346

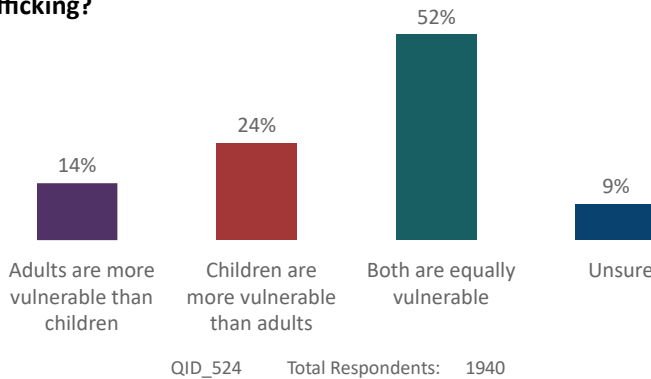
Which age group is more vulnerable to being recruited into sex trafficking ?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

Figure 347

Which age group is more vulnerable to being recruited into labor trafficking?



Note: Statistics include responses from respondents in multi modes and may not represent any larger population segment.

As a result of these vulnerabilities, traffickers often target under-resourced communities by offering individuals false promises of resources, opportunities, or jobs.⁵²⁶ Frequently, those communities experience racism and face systemic barriers such as limited access to education, employment, housing, and credit. PACT's (formerly ECPAT-USA⁵²⁷) Survivors' Council speaks to the intersection of race and trafficking in a Survivors' Perspective blog series. Below is a selection of excerpts from the PACT survivor series.⁵²⁸

Autumn Burris spoke on this as well:

"There is a big problem of Black and Brown bodies being treated differently from White bodies. It's not that people of color do more drugs, are more engaged in criminal behavior, it's that they are more vulnerable, more targeted by the police for prostitution and other crimes. There is a connection and a disparity from police profiling, arrest, incarceration rates, sentencing and recidivism."

Another survivor shared her experience and her interactions with law enforcement, saying

"Not one time when I was arrested, did a cop ask if I needed help. They did not care to ask. We come from a struggle life. We need help. Some of us are addicted to drugs. That's why we end up the way we end up. I haven't met one girl in the street who had a good life. The majority of us had a home that we did not want to go home to. Not one day that I thought, "I want to be a prostitute." I had a dream. I was a cheerleader. I wanted to do things with my life."

Another survivor, Cristian Eduardo, commented,

"I was trafficked because of my race, because I'm an immigrant, because of my membership in the LGBTQ community, because of my lack of finances, my lack of knowledge for the laws in this country... Communities that experience discrimination and poverty are the same communities subjected to sex trafficking. African American communities, Latino communities, immigrant communities. We need to understand that commercial sexual exploitation, prostitution, is a system of oppression. The roots are in systemic discrimination. It is power and control. It is fueled by privilege and income."

It is important to acknowledge the societal systems and personal circumstances that create vulnerabilities targeted by traffickers. UNICEF USA analyzed the global and local factors fueling human trafficking. It found that systemic inequalities and disparities such as mass displacement, conflict, extreme poverty, lack of access to education and job opportunities, violence, and harmful social norms like child marriage are all factors that make groups more prone to exploitation through sex and labor trafficking.⁵²⁹

In many societies and cultures, women are still seen as less valuable than men, paid less for equal work, have fewer rights and less access to health, education, and property, and are expected to be submissive to men.⁵³⁰ Many attribute these current landscapes to why there is also a disproportionate number of young girls, women, and female-identified communities who are survivors of trafficking. Disruptions, such as societal changes from the COVID-19 pandemic, compound the factors above. New conditions, such as the increased normalization of virtual relationships during the pandemic, have created a trend where traffickers and exploiters increasingly use social media and the internet to reach and connect with vulnerable adults and children alike.⁵³¹

COVID-19

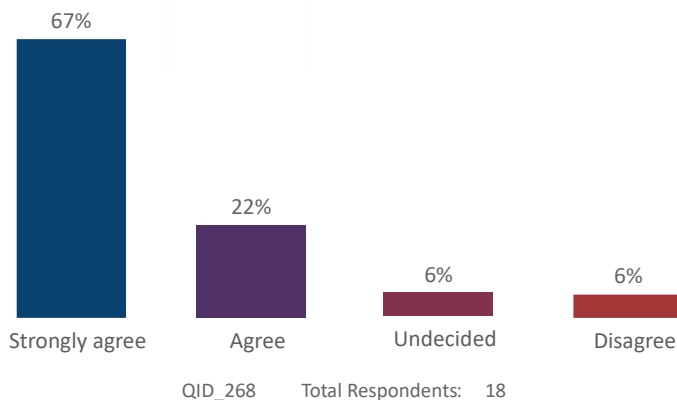
The factors above can converge to increase vulnerability, as the highly disruptive COVID-19 pandemic illustrates. The anti-trafficking non-profit Polaris said the COVID-19 pandemic may have increased human trafficking among vulnerable communities.⁵³² NOST data indicate that of a small sample of 18 service providers, 16 (89%) said the COVID-19 pandemic made it harder to provide services to clients (Figure 348, pg. 413). Although the size of this

sample does not provide generalizations, it does coincide with other research that indicates similar findings. The pandemic caused disadvantaged communities to become even more susceptible to exploitation, disrupting relationships and mobility, reducing transportation availability and reliability, and increasing unemployment at an alarmingly high rate alongside a need to support oneself and loved ones.⁵³³ People were forced to accept potentially exploitative jobs below minimum wage and without legal protections. This dynamic had a synergistic effect with legacy circumstances.

A 2019 Institute for Policy Studies report revealed that the median Black family had 41 times less wealth than the median White family, with homeownership rates reaching a historic low, nearly 30% below the rate of White homeownership.⁵³⁴ It also found that Latino families lived with 22 times less wealth than the average White family. These disparities were all exacerbated by the COVID-19 pandemic, which additionally saw higher case rates and deaths in communities of color. A City University of New York Graduate School of Public Health and Health Policy survey found that 42% of New York City Latinx/Hispanic community reported that they or someone else had lost their jobs in the last two weeks before March 23, 2020.⁵³⁵ Todres and Diaz noted that “the COVID-19 pandemic has created circumstances that may increase the risk of trafficking, inhibit identification of those who are trafficked and those who survive trafficking, and make it harder to deliver comprehensive services to support survivors’ recovery.”⁵³⁶

Figure 348

**To what extent do you agree or disagree with this statement ,
"The Covid pandemic made it harder to provide services to
clients during 2020."**



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

The pandemic has also led to the use of the internet as a channel for sexual exploitation, prompting the United States (U.S.) Department of Justice (DOJ), Federal Bureau of Investigation (FBI) National Press Office to warn about this potential risk increase.⁵³⁷ The National Center for Missing and Exploited Children (NCMEC) reported experiencing a 97.5% increase in online enticement reports from January–December 2020 versus the same time in 2019.⁵³⁸ Due to school closings and other social distancing measures, children and adults spent more time online, opening the door for child predators to use the internet and the darknet to exploit children. The darknet provides many mediums for predators to coerce victims. They make casual contact with children online to gain their trust and slowly introduce sexual conversations that increase in lewdness over time. This relationship may develop into ongoing “sexting,” exchanging illicit images, and eventually meeting in person. The predator might threaten the child by posting the images publicly or sending them to their friends and family. The shame and guilt the child experiences can prevent them from speaking to a trusted adult about the abuse they are experiencing.⁵³⁹



Who Are the Vulnerable Populations?

Currently, certain groups of young people are more vulnerable to being trafficked than others, and often, one risk factor overlaps with and amplifies the others. This is an example of situational and contextual vulnerabilities and risk. This dimension of vulnerability results from multiple stressors that are amplified by a person's context and circumstances. For example, Black communities comprise 13.2% of the entire population in the U.S.⁵⁴⁰ yet account for 59% of minors arrested for prostitution-related offenses (including gender non-conforming, queer, and transgender girls).⁵⁴¹ According to the Human Rights Project for Girls, girls make up 76% of prostitution arrests involving individuals under 18, with Black girls accounting for 57% more than any other racial group.⁵⁴² **Children should be considered victims and should not be charged with prostitution offenses.** Unfortunately, for children who have been sexually exploited, trafficked, and arrested, a lack of legal protection means the system fails to prevent them from being treated like criminals.

Similarly, in the fiscal year 2020, the Administration for Children, Youth, and Families reported approximately 618,000 child abuse and neglect victims nationwide.⁵⁴³ That equates to a national rate of 8.1 victims per 1,000 children in the U.S. youth population.⁵⁴⁴ One report found that 50% of youth exiting foster care become homeless, a population already at risk of trafficking victimization.⁵⁴⁵ Rather than in-home placements, Foster youth placed in residential treatment centers are at greater risk of running away and experiencing insecure access to food, safe shelter, money, and support. This insecurity presents an environment where a trafficker offers false promises of security, only to manipulate their young victim after winning their trust, loyalty, and in many cases, love.⁵⁴⁶

LGBTQ+

Another group considered especially vulnerable to trafficking is Lesbian, Gay, Bisexual, Transgender, Queer, and more (LGBTQ+) youth. Traditional stereotypes about gender and identity perpetuate the victimization of LGBTQ+ youth: they face substantial challenges and are more likely to experience sexual violence, stigmatization, exploitation, and possibly trafficking.⁵⁴⁷ According to True Colors United,⁵⁴⁸ LGBTQ+ people are nearly four times more likely than non-LGBTQ+ people to experience violence⁵⁴⁹ and 120% more likely to experience homelessness than their non-identifying peers. While rejection is the most cited reason LGBTQ+ youth experience homelessness, additional reasons include aging out of the foster care system, poverty, and conflict in the home.⁵⁵⁰ LGBTQ+ youth experiencing homelessness have needs specific to their identities, especially regarding healthcare. They tend to be underserved due to the shortage of clinics and facilities that cater to their healthcare needs, and some healthcare providers refuse to treat minors without parental consent. In a survey by True Colors United,⁵⁵¹ homeless youth service providers were asked to report on the physical and mental health of the LGBTQ+ youth they served, to which they responded that it was worse than that of non-LGBTQ+ youth.⁵⁵²

Young Boys

A group that is often overlooked as victims of human trafficking are boys. PACT's pioneering discussion paper, "And Boys Too," explored the disturbing lack of recognition of the commercial sexual exploitation of boys in the U.S.⁵⁵³ The report posited that, in part, boys failed to self-identify as sexually exploited due to shame and stigma about being gay or a fear of being perceived as such by family and community. This fear was not unwarranted, as many reported that they had been thrown out of their house for being gay, bisexual, or transgender. The literature review found that boys and young men experiencing high rates of previous physical and sexual abuse and a lack of family support are vulnerable to exploitation.⁵⁵⁴ Without access to other forms of support, boys

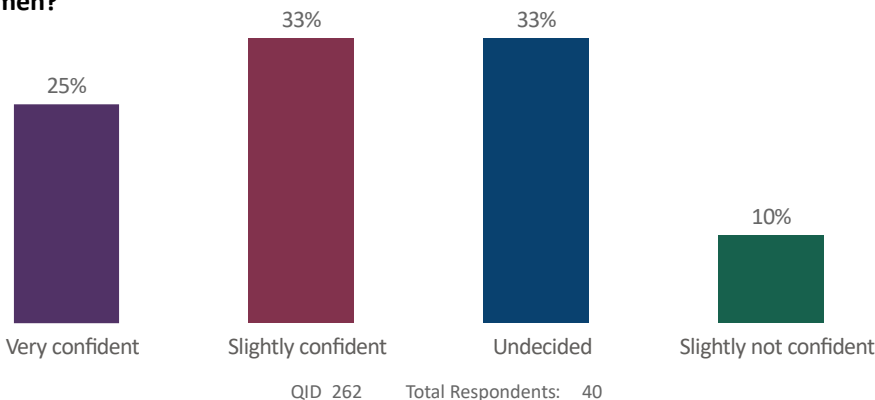
can become involved in the sex trade to obtain money, shelter, food, drugs, clothing, and transportation. Boys appear to be primarily recruited by friends and peers; they do not commonly have “pimps.” Oversimplifying that boys are not generally pimped hides the needs of this population and misinforms potential services that can be offered.⁵⁵⁵

Missing and Murdered Indigenous Women (MMIW)

NOST data demonstrates how conditions and demographics exacerbate vulnerabilities in Indigenous communities. The data indicates that out of a sample of 40 respondents, including intermodal workers, maritime workers, roadway workers, service providers, and survivors, 66% felt slightly confident or undecided about the connection between human trafficking and the epidemic of missing and murdered Indigenous women (Figure 349). This underscores the urgent need to understand the intersection of human trafficking and MMIW. It is worth noting that service providers and survivors answered this question with the highest levels of uncertainty. If service providers are not confident in making those connections, additional efforts must be made to work with Indigenous communities. Julia Stern, social policy, and human rights specialist at the University of Cincinnati College of Law, published research on MMIW and the historical sexual colonization they endured at the hands of American soldiers. Research revealed that on reservations, the percentage of families living in poverty is three times the national average; jobs and economic opportunities are sparse.⁵⁵⁶ Indigenous communities also face higher rates of substance dependency, abuse, and involvement in foster care systems, all factors that increase vulnerability to trafficking.⁵⁵⁷

Figure 349

How confident would you be if asked to provide details on the connection between human trafficking and the epidemic of missing and murdered Indigenous women?



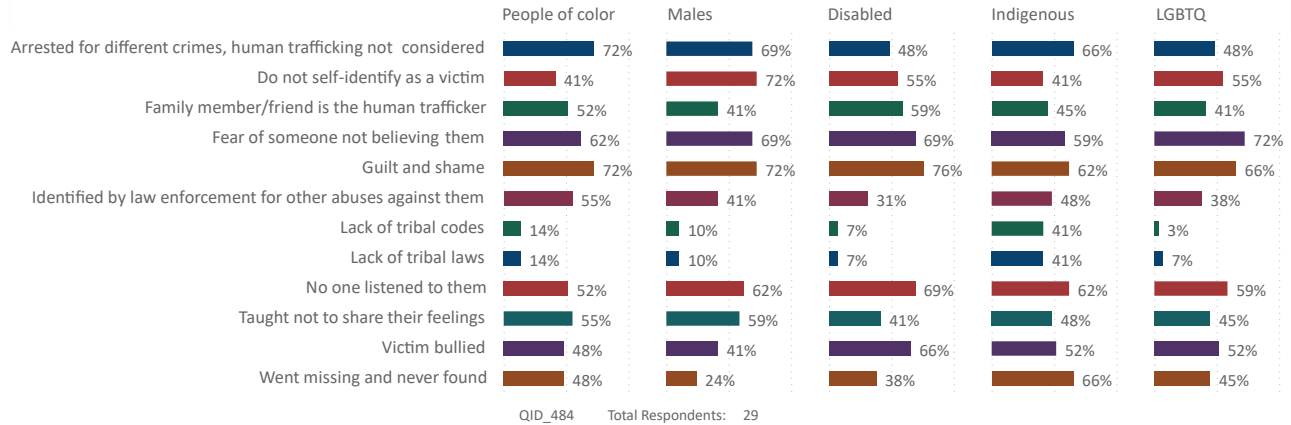
Note: Statistics include responses from participating service providers and multi-modal respondents and may not represent any larger population segment.

According to the NOST, 66% of service provider respondents believed that Indigenous abuse victims do not seek help because they went missing and were never found or they were arrested for different crimes, without consideration of the possibility of human trafficking. Respondents (62%) believed it was because no one listened to them or because of the guilt and shame they experienced. Other respondents shared that it might have been the fear of someone not believing them, the victim being bullied, the victim being taught not to share their feelings, a family member or friend trafficking them, a lack of tribal laws/codes, or not self-identifying as a victim that prevented Indigenous victims from seeking help (Figure 350, pg. 416). NOST data demonstrates that 87% of 255 participating law enforcement have not worked on human trafficking cases with victims who were Indigenous or had tribal affiliation. Another 10% said they were unsure, highlighting the need for trauma-informed and culturally sensitive training (Figure 351, pg. 416). Ninety-three percent of 107 roadway worker respondents also shared that they were undecided (71%) or leaning toward the ineffectiveness of the transportation sector in sharing operational and surveillance data to help address the epidemic of missing and

murdered Indigenous women (22%) (Figure 352, pg. 417). Finally, 72% of 308 law enforcement respondents agree that more resources are needed to combat human trafficking that targets tribal members and other Indigenous peoples (Figure 353, pg. 417).

Figure 350

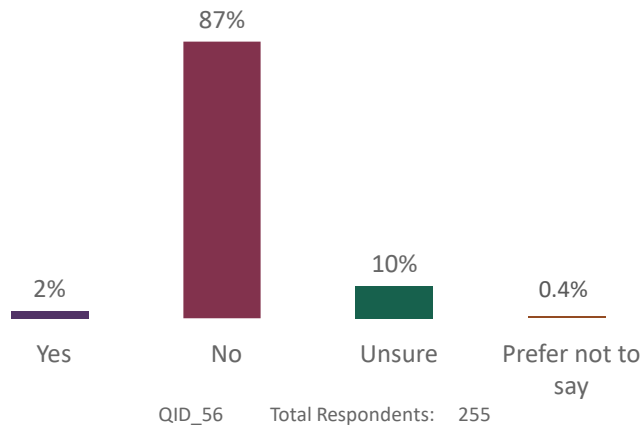
Among the following populations, why do you think more abuse victims do not seek help? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 351

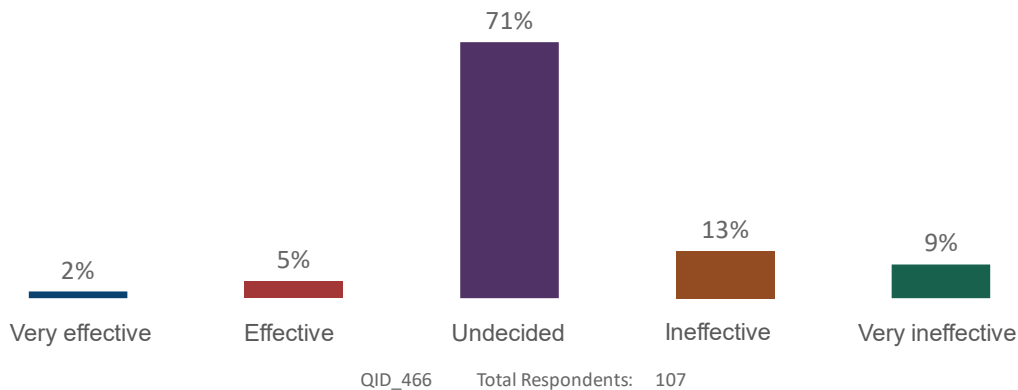
Have you worked human trafficking cases with victims who are Indigenous or have tribal affiliation?



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

Figure 352

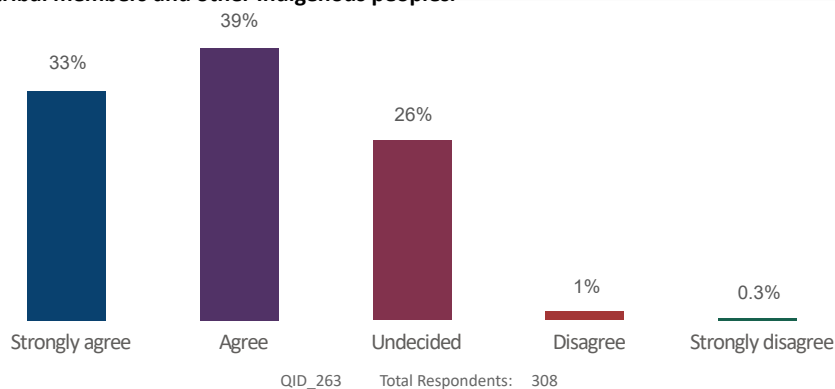
How effective has the transportation sector been in sharing operational and surveillance data to help address the epidemic of Missing and Murdered Indigenous Women ?



Note: Statistics include responses from participating roadway workers and may not represent any larger population segment.

Figure 353

SURVIVOR PROVIDED QUESTION: To what extent do you agree or disagree with this statement, "More resources are needed to combat human trafficking that targets tribal members and other Indigenous peoples."



Note: Statistics include responses from participating law enforcement and may not represent any larger population segment. The data collected from law enforcement working in the railroad industry is included in the NOST law enforcement and rail data.

A feminist, award-winning writer, activist against prostitution and pornography, and survivor with Anishinaabe and Cherokee ancestry, Chris Stark interviewed Indigenous women and men who had been bought and sold on ships or had relatives on ships.⁵⁵⁸

"Sex trafficking has been and remains central to the colonization of Indigenous people," according to PACT Survivor's council member Chris Stark.

Most Indigenous women she talked to had lived in homeless shelters and suffered from trauma. Stark's investigative work focused not only on those being hurt now but also their ancestors and those who will come after them. It stated, "the same institutions and groups are involved in trafficking of Indigenous women and youth now as in the past."⁵⁵⁹ The U.S. government engaged in various behaviors that harmed Indigenous communities, including starvation, despite treaty agreements that stated the U.S. would supply food and money in exchange for land. Indigenous women were sexually exploited to obtain the food the government promised

to provide. Through her research, Stark highlighted that the culture of exploitation and dehumanization was imported to the U.S. and institutionalized by American soldiers sent by the U.S. government. She writes that governments, law enforcement, and businesses collaborated to commit, permit, and ignore the widespread and organized sexual abuse against Indigenous people to advance the wealth and expansion of the U.S.⁵⁶⁰

Concluding Thoughts

Among crime victims, the needs of trafficking victims are some of the most complex, requiring a multidisciplinary approach to address severe trauma, medical care, legal issues, safety concerns, basic daily needs, and financial hardship. To fully understand and prevent trafficking, it is imperative to distinguish situational and contextual vulnerabilities and risks. Furthermore, victims' relationships with their traffickers are often complex and multi-faceted. Traffickers exploit this complexity by deluding, manipulating, and coercing the victim to blame themselves, undermining their will to leave. Government entities, law enforcement, community members, mental health services, and other societal structures must recognize and address the deep psychological manipulation these victims experience. Prevention is a critical component in responding to human trafficking; it involves developing holistic strategies to address the root causes and risk factors that increase susceptibility to trafficking and other forms of exploitation, which will aid in reducing victimization.

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*As of 2023, ECPAT-USA is known as Protect All Children from Trafficking or PACT



Advocacy: Serving on the Frontlines

By Christi Wigle, Stephanie Bosco-Ruggiero, PhD, and Mary Adams

Across the globe, people experience different levels of freedom according to the geographical region where they live and the people in power. These freedoms can vary dramatically based on exposure to war or strife, the communities' upheaval or resilience, or culturally acceptable practices that tolerate abuses against individuals of different religions, genders, ages, nationalities, or races.

Freedom is a fundamental human right that should be available to everyone in their homeland. The United Nations High Commissioner for Refugees (UNHCR) reported that nearly 90 million people were displaced around the globe at the end of 2021 because of persecution, conflict, violence, human rights violations, or events alarming public order.⁵⁶¹ After the Russian invasion of Ukraine on February 24, 2022, this number increased to more than 100 million, including people who fled due to conflict, violence, or persecution.⁵⁶²

When families and individuals exit the brutality of dangerous regimes or flee individuals who abuse others for their own personal gain, civil services are immediately needed to provide care and safety to those seeking freedom. Poverty and other socio-economic influences may impact the resources required to support those needing to rebuild their lives.

Many community members believe human trafficking is limited to foreign nationals, migrants, and refugees. Domestic citizens in countries across the globe can also experience a loss of freedom as they are exploited in forced labor and sex trafficking. Victims can be trafficked by strangers and individuals they know, such as familial trafficking or by those in a leadership position. In each human trafficking case, whether reported to law enforcement, resources are needed by victim service providers (VSPs) to help each survivor of human trafficking after they exit their abuse, including long-term resources. Social services and judicial remedies must be available in preventative and protective measures.

To identify gaps in services and determine where unresolved challenges remain, it is essential to identify and document this data from VSPs in each geographic region. The National Outreach Survey for Transportation (NOST) framed key questions and collected a small dataset from a few regions, providing a foundation for a more comprehensive study to be completed later.

Need For Multi-Disciplinary Teams

Billions of dollars have been spent across the globe to combat human trafficking since the United States (U.S.) enacted the Trafficking Victims Prevention Act of 2000, complementing related actions by the United Nations. Governments have stepped up their commitment to counter human trafficking, and philanthropists fund nonprofits and initiatives in this space that meet their missions. Significant efforts have been made to reduce labor and sex trafficking over the last several decades. However, as awareness and training programs increase,

so does our knowledge that human trafficking can exist in many industries. This knowledge has increased our estimates of the number of victims worldwide and created a call to action to strengthen frontline efforts in this fight.

Within the U.S. and around the globe, both domestic citizens and foreign nationals are exposed to atrocities that steal their freedom and human rights. The 2022 Global Estimates of Modern Slavery estimate that fifty million people lived in modern slavery in 2021, a significant increase from the previous five years.⁵⁶³ It is estimated that there are more human trafficking victims worldwide than the populations in London, New York, and Los Angeles combined.⁵⁶⁴

Building advocacy teams to support displaced populations and those who have exited human trafficking is labor-intensive. It requires being trauma- and survivor-informed to ensure they receive consistent standards of care, no matter where they are in the world. There is not a “one-size fits all” standard of care, but trafficking survivors should have the confidence that they will receive a similar level of care, no matter where they seek services. Despite the best efforts of nonprofits and government agencies to help others, there is never a shortage of advocacy, judicial, and policy work needed when fighting for human rights. Although the personal toll on frontline workers is rarely discussed publicly, it is essential to have this anonymized discussion so that efforts can be made to mitigate unresolved challenges that may slow down progress and prevent burnout among those working diligently on behalf of others.

Combating this modern-day form of slavery requires collaboration among a multi-disciplinary team of committed and passionate individuals serving in their respective fields. The teams comprise law enforcement, judicial actors, healthcare providers, social workers, and others. Within the U.S., thousands of frontline workers are called upon to look for signs of labor and sex trafficking each year.

The Global Modern Slavery Directory indicates that over 2,600 organizations help combat human trafficking in 199 countries.⁵⁶⁵ In the U.S., there are over 4,000 shelters listed in an online directory.⁵⁶⁶ Shelters identified include homeless shelters, supportive housing, housing for low-income, halfway housing, transitional housing, day shelters, and low-cost housing. There were 660,228 full-time law enforcement officers in the U.S. at the end of 2021.⁵⁶⁷ There were 22 million healthcare workers in 2021.⁵⁶⁸ As of 2022, there were 1.3 million lawyers in the U.S.⁵⁶⁹ (Figure 354)

Figure 354



According to the U.S. Department of Justice (DOJ) Bureau of Justice Statistics, the 2017 National Census of Victim Service Providers (NCVSP) indicated at least 12,196 victim service providers (VSP) in the U.S. “Those included non-profit, governmental, healthcare, tribal, for-profit, educational, and other organizations that served victims of crime or abuse as their primary function, or that had dedicated staff or programs to serve victims.”⁵⁷⁰ (Figure 355, pg. 422)

Although the NCVSP provided its questionnaire to VSPs who work with victims of all types of crime and not those who work exclusively with human trafficking victims, service providers may encounter trafficking victims among clients they work with.

Figure 355

Victim Service Providers by type of organization (2017)		
Type of organization	Number	Percent
Total	12,196	100%
Non-profit/faith-based	5,505	45.1%
Governmental	5,297	43.4%
Prosecutor's office	2,220	18.2%
Law enforcement agency	1,886	15.5%
Other ^a	1,191	9.8%
Hospital/medical/emergency	358	2.9%
Tribal^b	262	2.1%
University or college campus/educational	245	2.0%
Informal^c	179	1.5%
For-profit^d	138	1.1%
Unknown^e	212	1.7%

Note: Includes victim service providers (VSPs) in the 50 states and the District of Columbia. Excludes VSPs within the U.S. military.

^a Includes juvenile justice facilities, offender custody and supervision organizations, social services, and other governmental agencies.

^b Includes tribal law enforcement agencies, prosecutor's offices, courts, juvenile justice facilities, offender custody and supervision organizations, advocacy programs, coalitions, social services, and other tribal organizations.

^c Includes independent support groups, volunteer, grassroots, or survivor networks, or other programs not formerly part of a government agency, registered non-profit, or business.

^d Includes private counseling/other mental-health care providers, private legal offices/law firms, and other businesses.

^e Includes non-responding VSPs that could not be categorized based on public information.

Source: Bureau of Justice Statistics, National Census of Victim Service Providers, 2017.



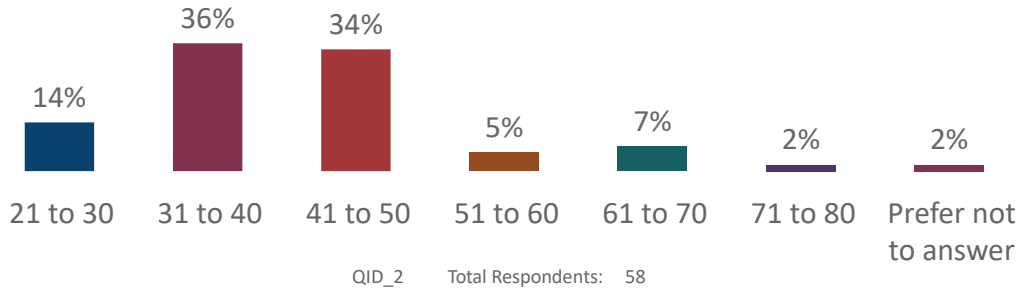
Demographics of Service Providers

Victim Service Providers maximize their capabilities and mitigate unresolved challenges to continue progress in counter-trafficking work. This task can sometimes appear insurmountable, especially when funding is scarce, and finding qualified personnel on limited budgets can be equally challenging. The NOST included a small sample of 58 VSPs. There is insufficient NOST data to generalize for all service providers in the anti-trafficking movement. Still, based on other, anecdotal information shared in the community, the data may reflect the realities experienced by many on the frontline.

The anti-trafficking movement comprises leaders of all ages, and among the 58 NOST respondents, 7% were between 61-70, 34% were among the 41-60 age group, and 36% were between 31-40. This group also included one respondent aged 71-80 (Figure 356, pg. 423).

Figure 356

What is your age (in years)?

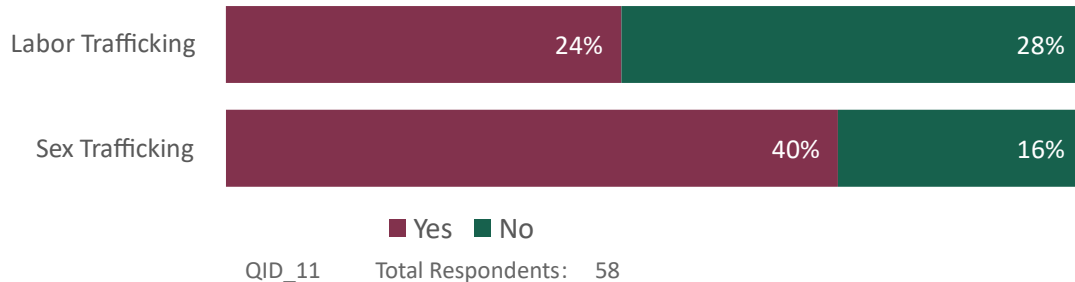


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Among the 58 respondents who identified as service providers, 57% identified as survivors of at least one form of human trafficking. One survivor-led provider declined to identify which form of human trafficking they exited; of the remaining 32, 14 identified as a labor trafficking survivor, 23 identified as a sex trafficking survivor, and six identified as both a labor and sex trafficking survivor (Figure 357).

Figure 357

Do you identify as a human trafficking survivor? Select all that apply.

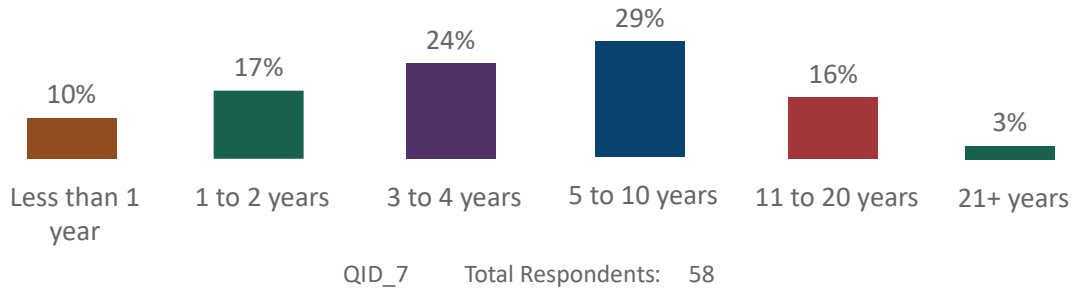


Note: Statistics include responses from participating service providers who are ally- (n=26) and survivor-led (n=32) and may not represent any larger population segment.

Interestingly, when asked how long they have worked in the profession, 29% indicated they had worked between 5-10 years, and 24% worked between 3-4 years. Nineteen percent of respondents identified working longer than ten years, including 16% working 11-20 years, 3% working 21 years or longer, and one respondent declined to answer (Figure 358, pg. 424). The length of time that providers have worked in this field shows the level of commitment and passion directed toward combating this evil. Those working for at least five years (68%), especially those working for 1-2 decades, have witnessed progress, challenges, and other frontline changes since the introduction of the 2000 Trafficking Victims Protection Act. A future study will collect data from among the VSPs who serve in the anti-trafficking space to provide greater insight into their experiences.

Figure 358

How long have you worked in your current profession (including multiple employers)?

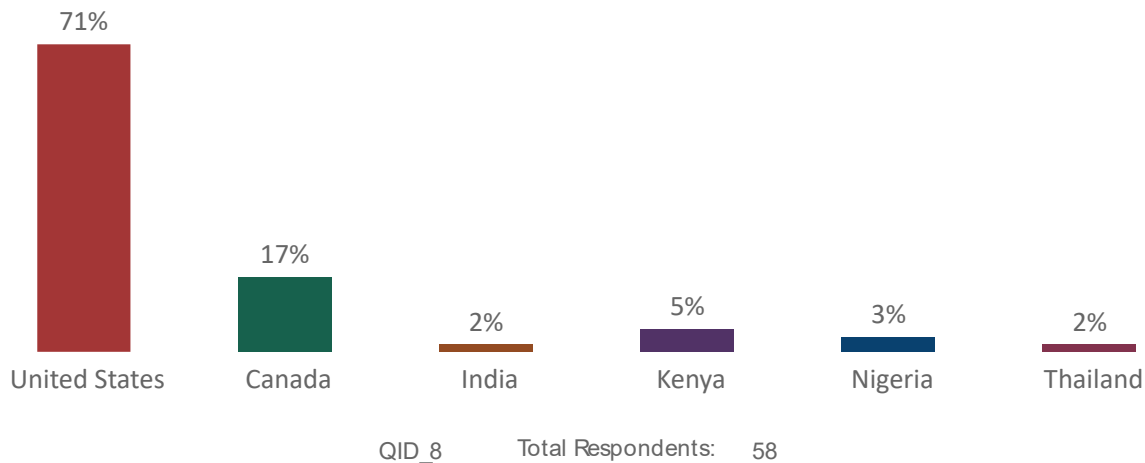


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

In total, 58 VSPs from six countries participated in the survey: 71% from the U.S., 17% from Canada, 5% from Kenya, 3% from Nigeria, 2% from India, and 2% from Thailand (Figure 359, pg. 424). Twenty-two states had participants represented, with California leading at 22% (Map 3, pg. 425). The workspace of providers included dedicated office space (42%), home office (32%), rented virtual offices (14%), and other options (12%) (Figure 360, pg. 425). No matter the country where providers work, challenges and successes are experienced among VSPs; however, challenges can also be intensified depending upon the geographic location of that VSP.

Figure 359

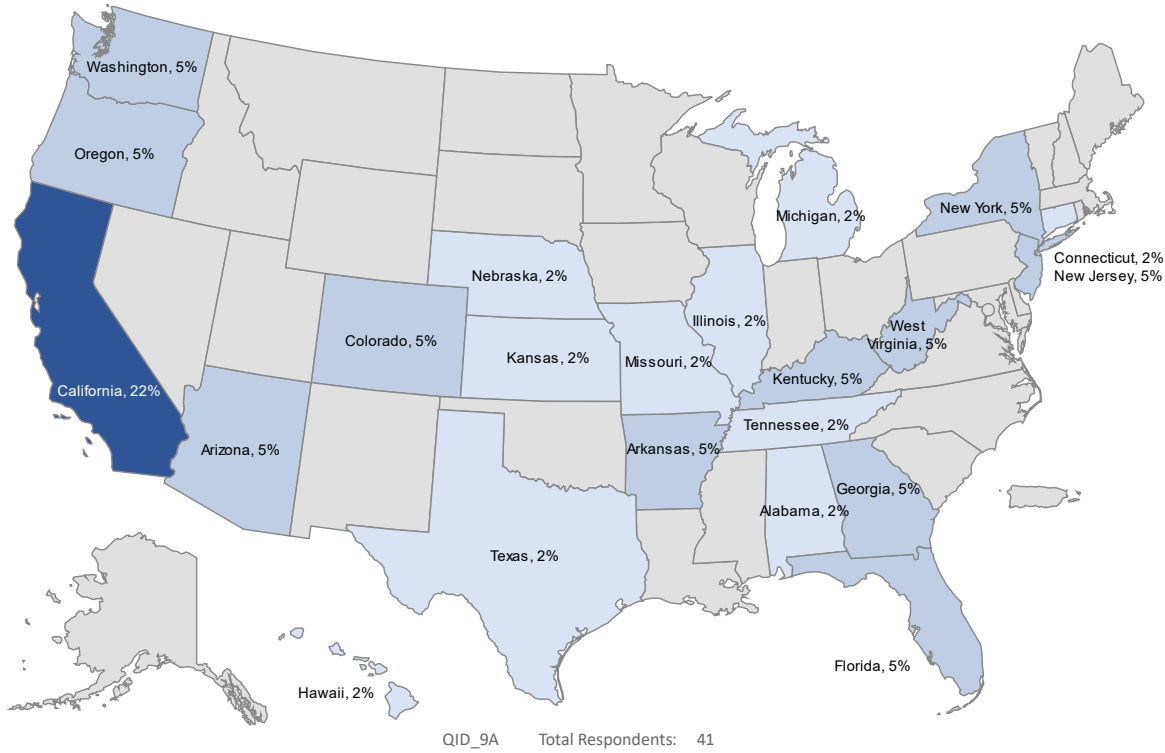
In what country do you primarily work/live?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Map 3

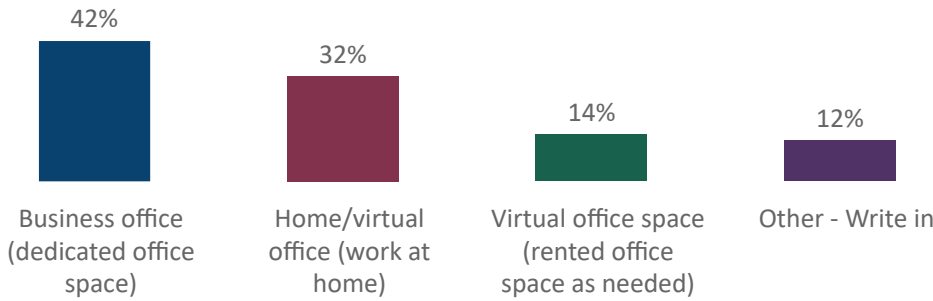
In which state do you currently work/live?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 360

Which workspace does your agency/organization utilize? Select all that apply.



QID_630 Total Respondents: 57

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Organizations Overview

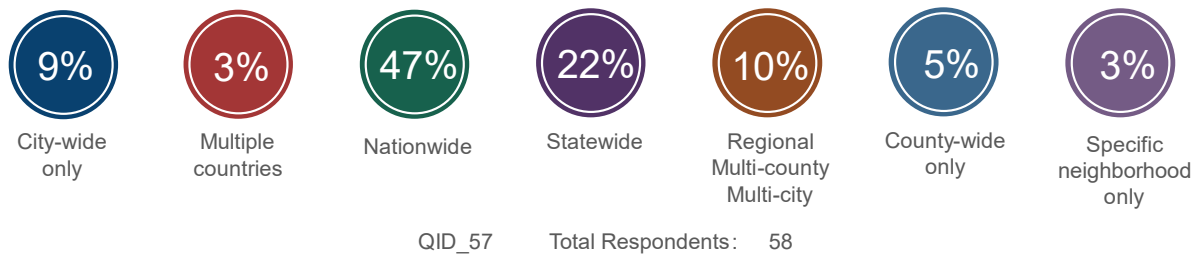
The daily responsibilities of VSPs require unique coordination to maximize the potential impact of each agency or organization, whether they operate in a single location or multiple locations. Close to half (47%) of providers offered their services on a nationwide basis (Figure 361, pg. 426), and most (88%) were based either in the U.S. or Canada (Figure 362, pg. 426). Most providers said their organizations have multiple locations (60%) (Figure 363, pg. 427).

Some frontline staff at nonprofits, healthcare facilities, and other agencies may directly interact with potential victims. Among the NOST respondents, 70% work at nonprofits or faith-based entities, with 19% indicating that they do not have tax-exempt status and 51% confirming their tax-exempt status. Two percent of 53 described their agency or organization as a tribal entity, and 21% as part of the healthcare industry (Figure 364, pg. 427).

Among the 13% of respondents who said they worked for a government entity, three worked with offender custody and supervision, and two providers were in law enforcement (Figure 365, pg. 428). Data from law enforcement officers are detailed in the law enforcement chapter of this report, *“Criminal Justice Response to Human Trafficking: Law Enforcement Perspectives and One Nonprofit’s Approach to Training Law Enforcement in Modern Times.”*

Figure 361

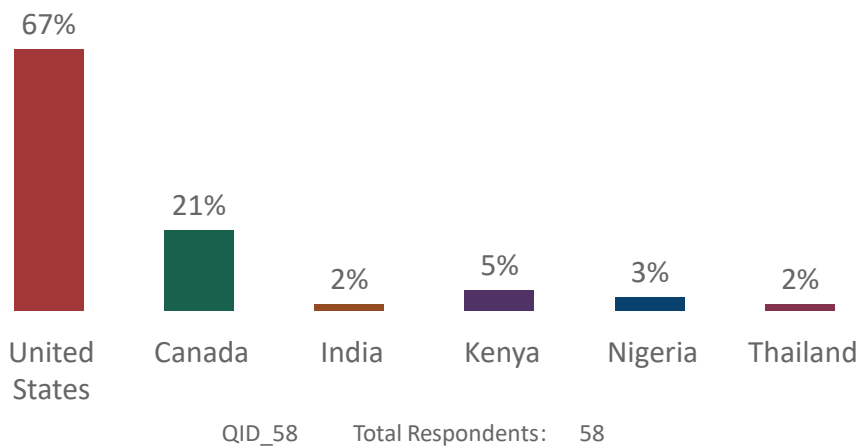
At what scale does your agency/organization operate in terms of victims served or services delivered ?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 362

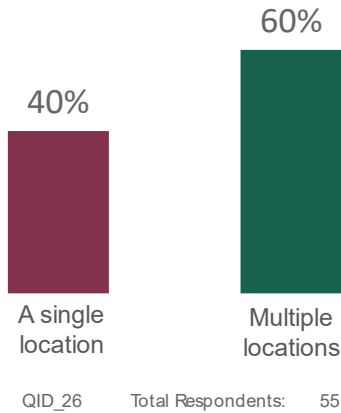
In what country is your main headquarters located ?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Table 363

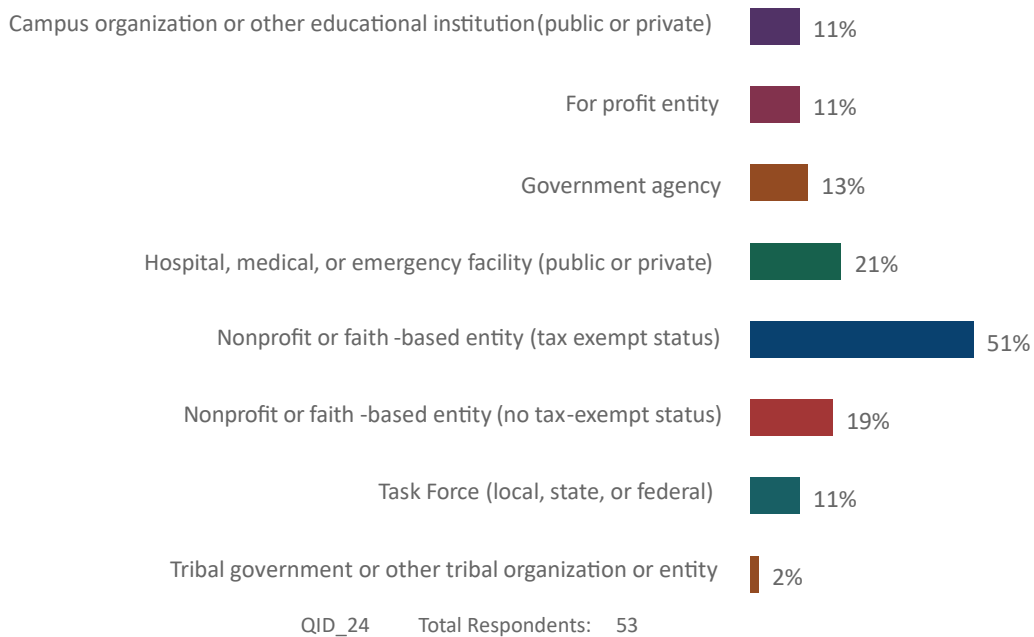
Which designation best describes your nonprofit or faith-based organization?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 364

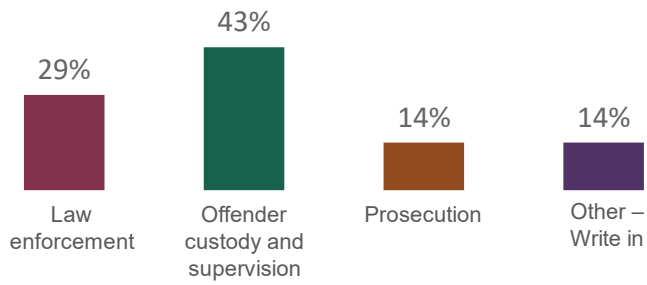
Which of the following best describes your agency/organization?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 365

Which designation best describes your government agency?



QID_25 Total Respondents: 7

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Trafficking survivors can be domestic or foreign nationals. The resources needed for each population and each client differ.



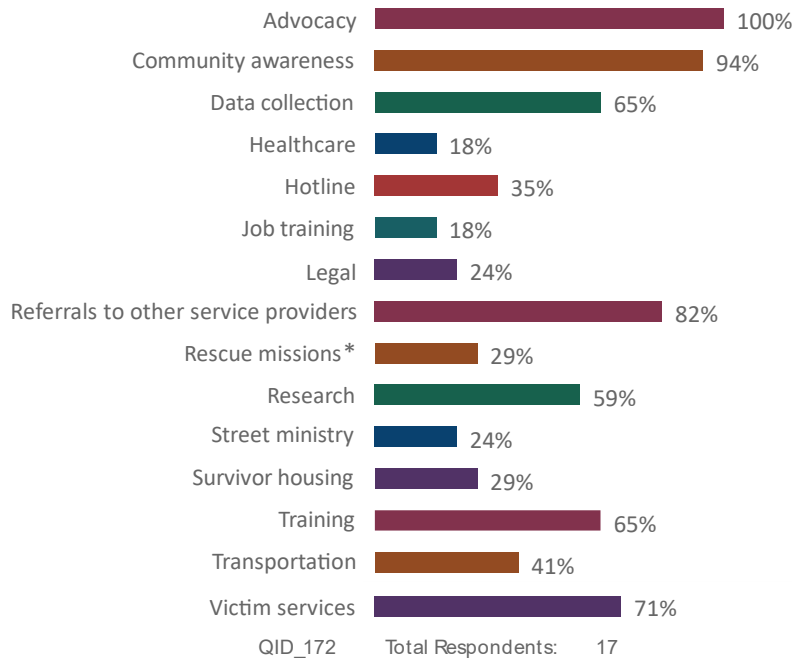
Services and Programs Offered by Service Providers

Human trafficking survivors have short- and long-term needs after they exit their abuse. Nonprofits are key resource providers and can make a referral to external programs to meet service needs the nonprofit does not provide. These needs may be met by providers offering emergency care and potentially transitioning to other providers that provide long-term care if long-term advocacy is not offered.

Besides offering services, many nonprofits also provide community awareness (94%), training (65%), and transportation (41%) (Figure 366), Program needs vary for each population, and among participating VSPs, 82% provide victim advocacy, individual counseling (59%), immigration advocacy (18%), and elder abuse programs (12%) (Figure 367, pg. 430). To reduce duplication of services and streamline available funding to providers in different geographic areas, it is essential to update programs that offer services in an online repository regularly. This may include the National Human Trafficking Hotline and The Global Modern Slavery Directory, operated by Polaris, which currently provides the most up-to-date directories.

Figure 366

Please confirm if your agency/organization provides any of the following. Select all that apply.

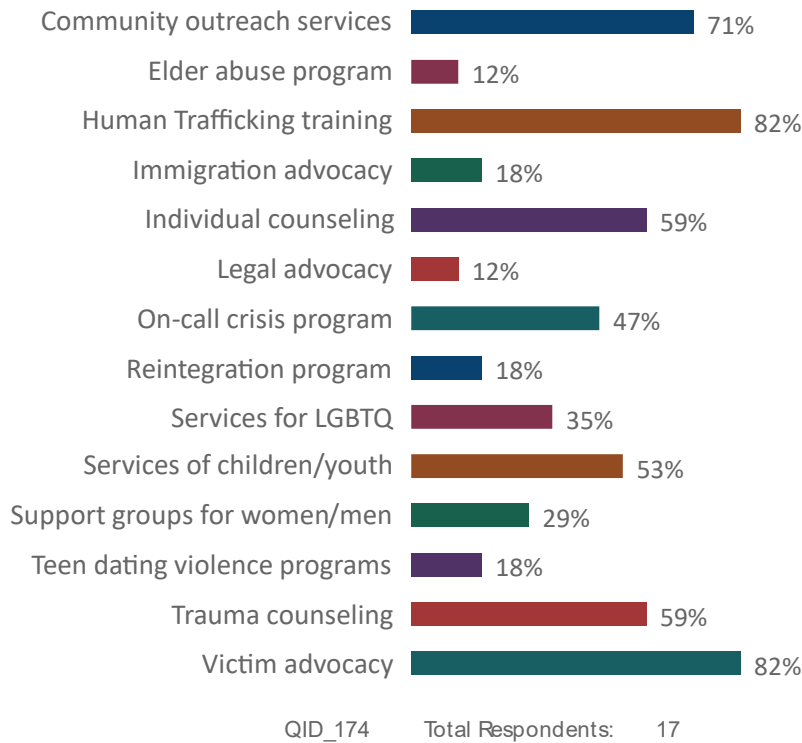


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

** The term “rescue” is a controversial term to describe survivors exiting their human trafficking abuse. Many believe that using this term may not support the autonomy of survivors exiting their abuse. Including this term in the NOST survey question references those who may participate in missions that support the exit of trafficking survivors and may use this term to describe their work. NOST QID_442 data indicates that among 153 participating survivors, 15% of 95 labor trafficking survivors and 18% of 108 sex trafficking survivors selected “rescued” as one of the terms preferred to describe their exit. Some survivors identified as both labor and sex trafficking survivors. Future studies will include a further review of terminology used to cite fieldwork that also aligns with current recommendations from survivors.*

Figure 367

What programs do you offer? Select all that apply.

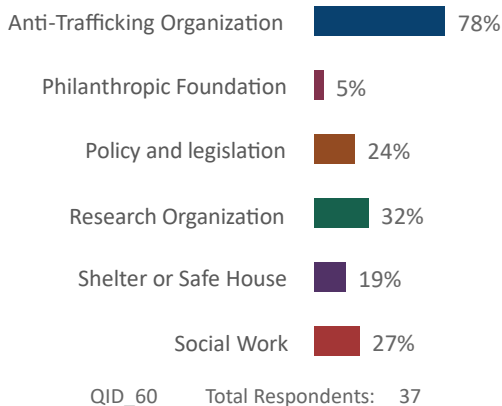


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Among the NOST VSP respondents, 78% identified working at an anti-trafficking organization, 27% are social workers, and 19% work at a shelter or safe house. Additional participants contribute to research (32%), policy (24%), and philanthropy (5%) (Figure 368).

Figure 368

What type of nonprofit organization do you work at? Select all that apply.



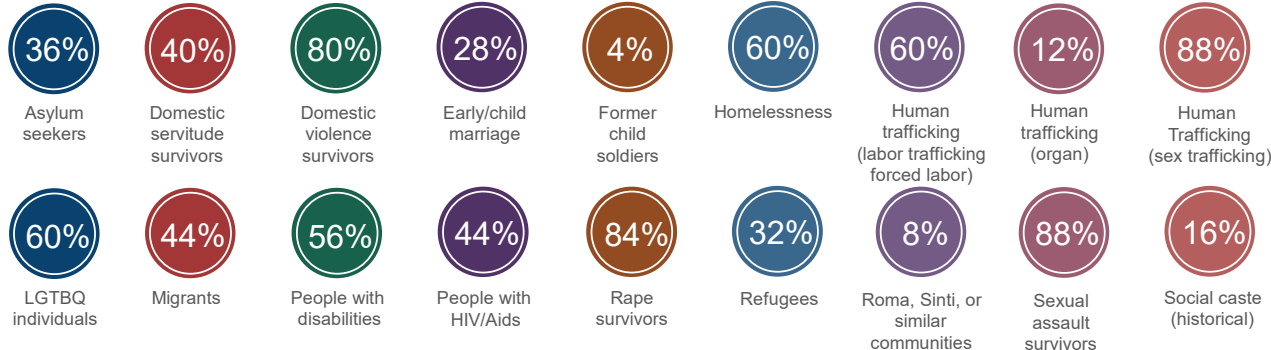
Note: Statistics include responses from participating service Providers and may not represent any larger population segment.

The most frequently noted populations receiving services from participating providers have been sex trafficking survivors and sexual assault survivors (each 88%), rape survivors (84%), domestic violence survivors (80%), LGBTQ and labor trafficking survivors (each 60%), people with disabilities (56%), migrants (44%), and people with HIV/AIDS (44%) (Figure 369). The targeted audience for the NOST among VSPs included those working with trafficking survivors, but data reflects the diversity of clients worked with by the providers. Fifteen providers (60%) said they worked with Indigenous populations (Figure 370, pg. 432). However, follow-up questions were not asked of those who work with Indigenous people to identify the types of services offered or to determine the unmet resources needed in working with this population.

Among 57 respondents, 60% offered direct and indirect services to victims of crime or abuse (Figure 371, pg. 432). Providers confirmed working with a wide age range of survivors, including young adults (88%) and older adults (56%) (Figure 372, pg. 433). The public may have preconceptions that women constitute most human trafficking victims, but participating NOST respondents indicated they served men almost as often as women (including transgender men). Fifteen providers (58%) also noted that they work with gender non-conforming individuals (Figure 373, pg. 433). Males and the LGBTQ have often not had the same resources available after exiting their abuse. It is noted that the VSPs represented in the NOST very likely do not represent the general population of VSPs because there is still a shortage of services offered to marginalized and vulnerable people. In recent years, resources have become more diverse to acknowledge the post-exit needs of all human trafficking survivors, regardless of their age, nationality, race, socio-economic standing, and gender or gender identity. Despite progress in offering services to all survivors, many gaps remain across the U.S. and other countries where resources are not as easily accessible for males, BIPOC, and the LGBTQ community.

Figure 369

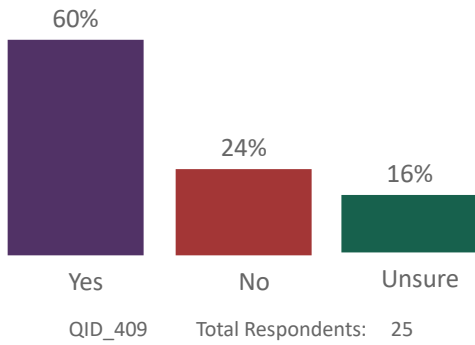
Does your organization work with the following population? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 370

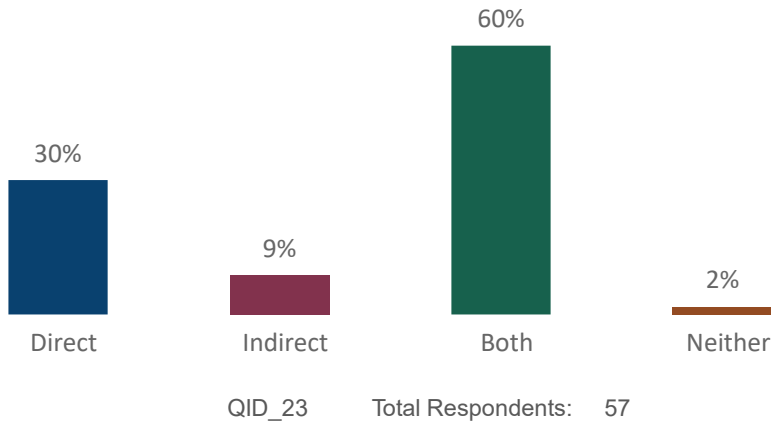
During the 2019 and 2020 calendar years, did you have human trafficking cases that involved Indigenous clients?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 371

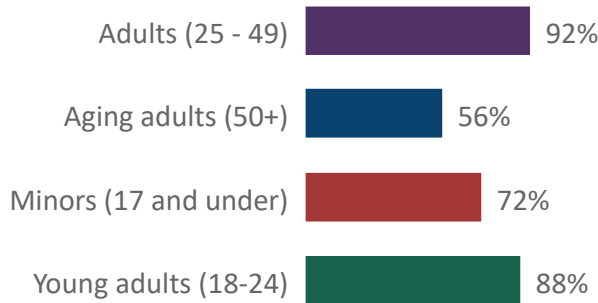
Does your agency/organization provide direct or indirect services to victims of crimes or abuse?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 372

**What age group(s) do you work with?
Select all that apply.**

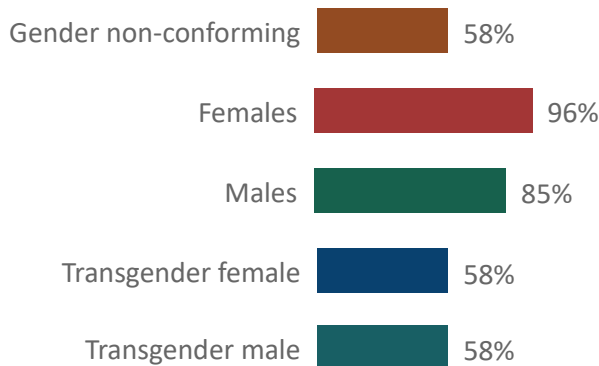


QID_63 Total Respondents: 25

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 373

**What gender(s) do you provide services to?
Select all that apply.**



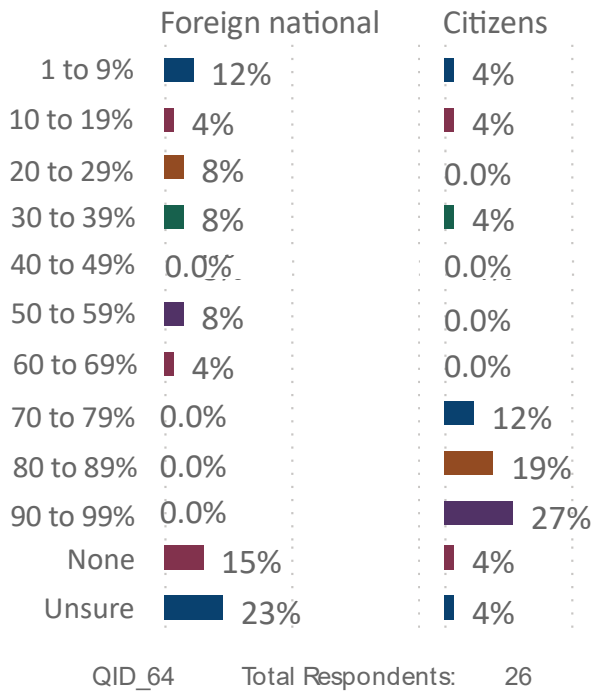
QID_66 Total Respondents: 26

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

There was a wide range of responses about the estimated percentage of clients who were citizens of their country or foreign nationals (Figure 374, pg. 434). Most organizations that worked primarily with one population worked with domestic citizens, representing 70-100% of their clients. The public may sometimes believe that most victims of human trafficking and other crimes only come from other countries. Although the NOST data is from a small sample of VSPs, it reflects the reality that individuals can become victims of a crime in any country. From 24 responses, there was different representation in working with domestic clients versus foreign nationals. Among the VSPs that worked with domestic clients, 83% worked with adults and children, and 88% worked with families. Among those who worked with foreign nationals, 75% worked with adults, 50% worked with children, and 54% worked with families (Figure 375, pg. 434).

Figure 374

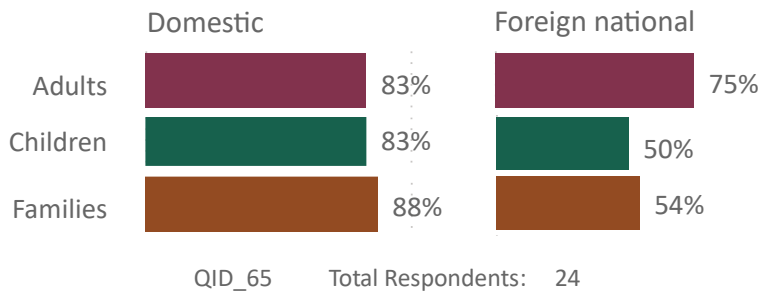
In 2020, what percentage of clients were citizens or foreign nationals? Please estimate.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 375

Does your agency/organization provide services to domestic or foreign national clients? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

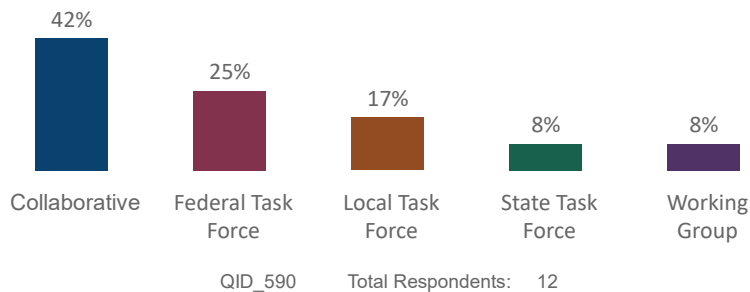
Partnerships and Collaboration

Collaboration is essential to combat human trafficking and provide survivors with programs and resources. Since the anti-trafficking field is underfunded and understaffed, it is even more critical for these organizations to work together. Some providers collaborate in a human trafficking task force. These bodies are essential in bringing together nonprofits, social services, healthcare, law enforcement, transportation, and other experts to achieve local, state, or federal anti-trafficking goals. Twelve NOST respondents affirmed participating in such a task force (Figure 376). Of the task force participants, 100% of the individuals said their task force was focused on sex trafficking, and 46% of those were also focused on labor trafficking (Figure 377). In recent years, general awareness and funding to combat forced labor and labor trafficking have increased, so this data will be important to observe over the next decade. A limited study of 10 federally funded Enhanced Collaborative Model task forces was conducted and found that labor trafficking cases were underrepresented in the study, most of the task forces were primarily focused on sex trafficking, and nearly all of the evaluated ECM task forces had difficulty responding to labor trafficking.⁵⁷¹ Funding is limited in this space, but greater efforts must continue to ensure that victims of all forms of human trafficking are a focus.

NOST respondents who identified as survivors reported participation in such task forces. Collaboration must include survivor and Lived Experience Expert leadership, voices, and recommendations to advance counter-trafficking work over the next decade. As noted in the survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* survivors can have different experiences and perspectives, including service to a trafficker as a bottom, in addition to having been a victim of trafficking. In their diversity, survivors must be more integrated into anti-trafficking work, including in task forces.

Figure 376

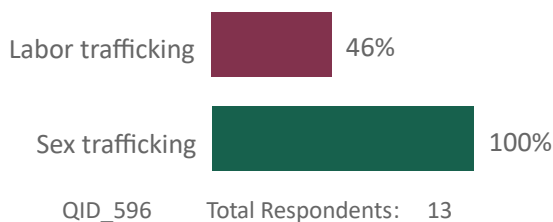
As a human trafficking task force member, what type of model is utilized?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 377

Which forms of human trafficking does your task force focus on? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment

The passage of the Trafficking Victims Protection Act in 2000 made clear the need for greater cooperation - and collaboration - between law enforcement investigators and victim services providers. Other sectors joined the response to human trafficking: faith-based communities, medical professionals, technology companies, education professionals, airline companies, and other transportation providers, and even labor-related organizations wanting to ensure laborers are not exploited. The list of engaged sectors continues to grow. Indeed, the anti-trafficking community is just that - a community!

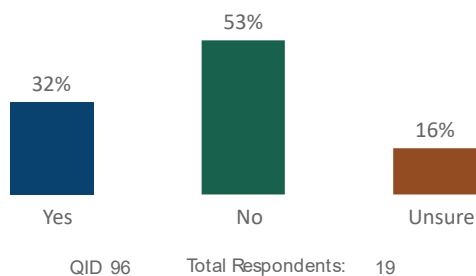
This community of business sectors, various professions, and committed citizens - across the globe - are all devoted to identifying trafficking victims and removing them from harm while also identifying the traffickers who exploit others and bringing them to justice. This expansive community brings together a rich collaboration of individuals and organizations, each making a difference in their unique way. If human trafficking is complex and dynamic, what better way to respond than by harnessing the collective knowledge, passion, and commitment of the anti-trafficking community, whether it be locally, nationally, or globally.

- Lt. John Vanek (Ret.), Speaker, Author, and 25-year veteran of the San Jose, CA Police Department

Service Providers were also asked if they knew if they or another VSP partnered with a transportation agency or service provider. Among 19 VSPs, 32% said yes, and 16% were unsure (Figure 378). When asked how often they use transportation to relocate a client to another geographic location, 95% indicated they have at some point, 32% said it has been very often (Figure 379). Transportation is an integral resource for VSPs who work directly with survivors as clients.

Figure 378

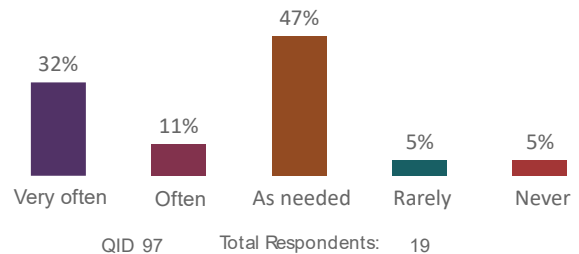
Are you aware of any partnership (of your agency / organization or other victim service providers) with a transportation agency or transportation service provider?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 379

How often do you utilize transportation to relocate a client to another geographical area?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Data Collection and Data-Driven Decisions

Incorporating data into operations should be essential for making data-driven decisions in organizations. As with other social issues that require a systematic approach to advance progress, fighting against human trafficking can be more effective when updated data is provided to anti-trafficking stakeholders on an ongoing basis. Data.org released a report on the impact of using data on social impacts.

“To solve some of our greatest global challenges, we should accelerate how we use data for good. But to truly make data-driven tools that serve society, we must re-imagine the data for social impact more broadly, inclusively, and interdisciplinary.” The 2023 Data for Social Impact Report - Accelerate Aspirations: Moving Together to Achieve Systems Change continues with recommendations to advance the field.⁵⁷²

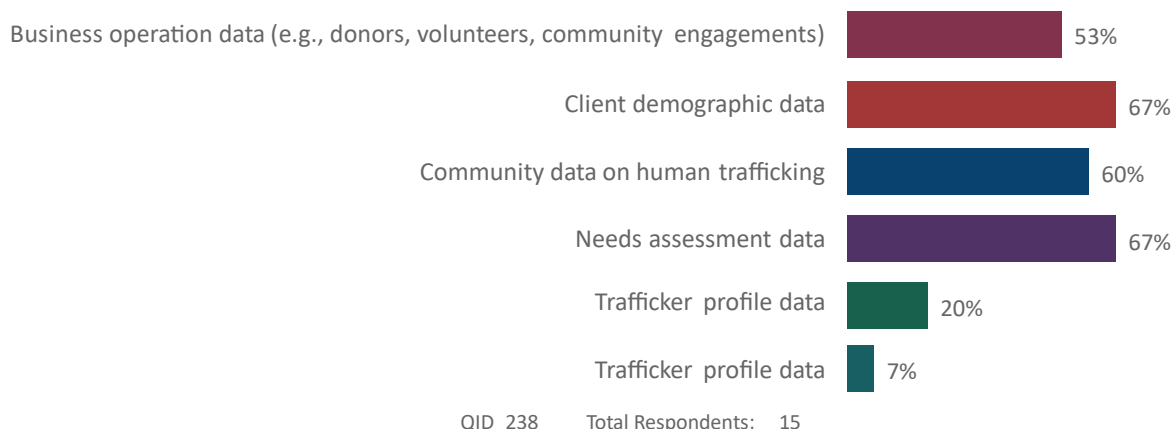
- Improved data strategies through common governance and tools, data sharing, aligned incentives, and cross-sector coordination.
- More diverse and interdisciplinary purpose-driven data practitioners who can drive change locally.
- Stronger funding models with longer time horizons, more flexible funding, and better coordination.

Among a small sample of respondents who selected to answer questions about data collection at their respective organizations, some VSPs stated that they gather data to inform programs and service delivery decisions, including client demographic data and needs assessment data (each 67%) and community data on human trafficking (60%) (Figure 380). As reported by respondents, some common barriers to collecting data included a lack of personnel time to focus on data (67%), a lack of experience in analyzing data, and a lack of funding to purchase data collection software (60%) (Figure 381, pg. 438). These barriers can slow down progress for collecting data meaningful to an organization or prevent data collection from occurring altogether.

Collecting data is a process to improve outcomes in fulfilling the organization’s mission and can ultimately inform daily decisions that help survivors of human trafficking. Developing client forms is important to data quality and must also be culturally sensitive, e.g., word selection within questions. Also, among those who said their organization provides intake forms for new clients, 59% said their confidentiality policies were informed by survivor knowledge (Figure 382, pg. 438). A follow-up question was not asked about whether the survivors' knowledge included direct input into their form development or if they referenced online recommendations from survivors and Lived Experience Experts.

Figure 380

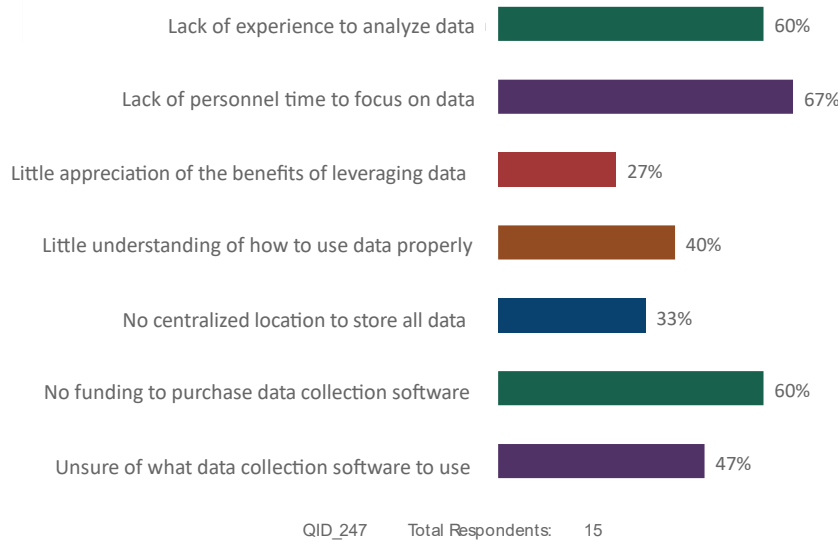
Please confirm the type of data that you collect at your agency /organization. Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 381

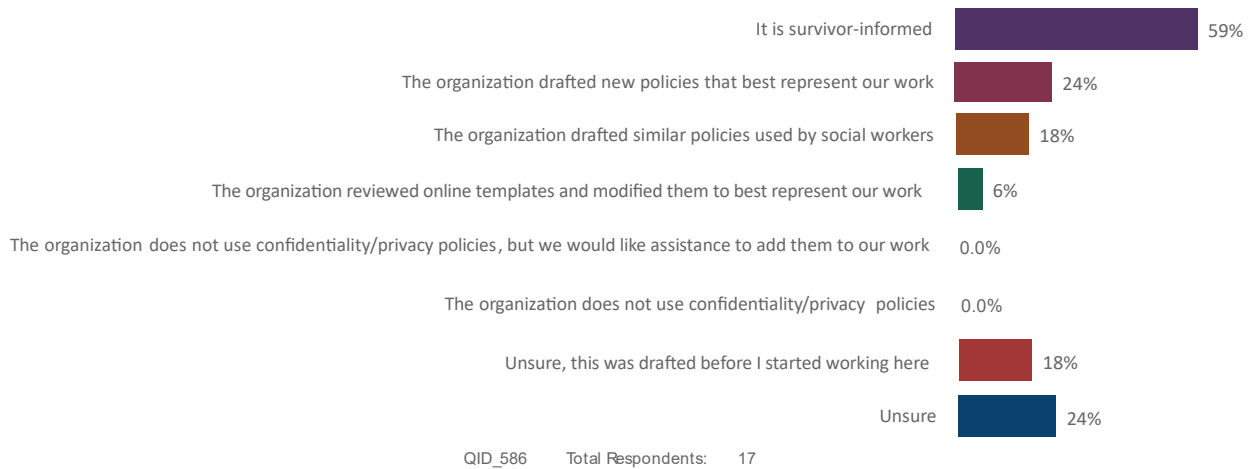
What barriers exist to having better data collection practices at the agency/organization? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 382

SURVIVOR-INFORMED TOPIC: How did your organization draft your confidentiality/privacy policies? Select all that apply.



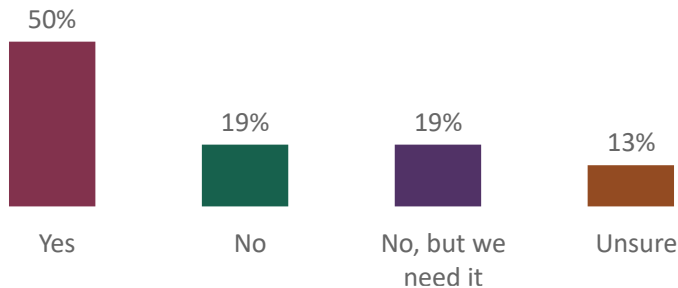
Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Confidentiality and privacy issues for clients are of the highest level of importance. Providing this security to clients should be standard for every VSP that desires to be survivor- and trauma-informed (which should include all VSPs). Trust between providers and clients can take time to develop, especially because of the abuse and trauma each trafficking survivor has lived through, including situations where they may have lost trust in another VSP. Earning each client’s trust is essential and relates to knowing their identity is protected. VSPs were asked if they have policies in place if client confidentiality is breached by staff. Among 16 VSPs who answered this question, 50% said they have policies in place, 19% said they do not, and another 19% said they do not but need them (Figure 383, pg. 439). When discussing a lack of resources for VSPs, larger organizations or federal partners

could make access to such policies or templates that could be modified available. This may increase the number of VSPs with documentation to help improve compliance and confidentiality in working with clients. Although this would not solve compliance issues for all VSPs, it would be a start and encourage collaboration for the greater good in working with clients.

Figure 383

SURVIVOR-INFORMED TOPIC: Do you have policies in place if client confidentiality is breached by staff?



QID_588 Total Respondents: 16

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Of those who responded, several provided a follow-up statement on how they enforced their confidentiality policies (Figure 384).

Figure 384, QID_587, comments

“Sign confidentiality agreement with clients, avoid use of any words that would reveal a client’s situation as a victim of trafficking, review with client our confidentiality policy at the start of every conversation whether by phone or in person.”

“We take it very seriously, and our staff and volunteers continually are reminded of the importance of confidentiality.”

“We make sure it’s a regular conversational topic among staff. When staff comes to management with a question/scenario, we make sure to ask how the confidentiality could be compromised, is there a current release of information, and brainstorm what other steps we may need to take to keep client information confidential.”

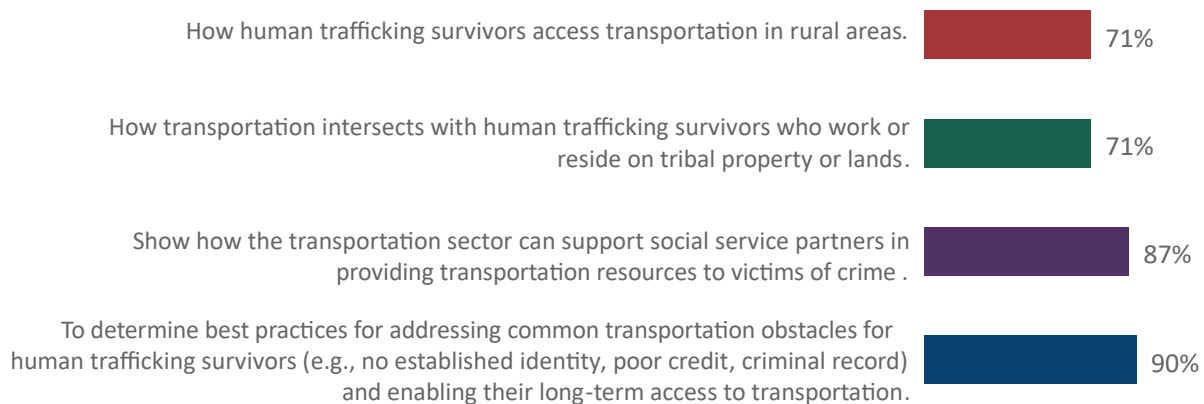
For VSPs who desire to complete a self-guided assessment tool on their organization being survivor-informed, they can complete a document that was developed by fellows of the 2017 Human Trafficking Leadership Academy, which included Lived Experience Experts.⁵⁷³

Those who work in this space have increasingly shared the need for a more uniform approach to offering services and programs for survivors of all forms of human trafficking. For data-driven decisions to inform daily decisions in organizations, many unresolved challenges must first be addressed, including funding shortages, data sharing, and staffing limits to manage the data.

Respondents noted several research areas as being particularly important to their organizations' work and anti-trafficking work in general. According to participants, some of the most needed research relates to transportation issues. For example, nearly half of the respondents said **more research is needed to identify obstacles to transportation for victims (90%) and how transportation agencies can support organizations in getting social services to victims (87%)** (Figure 385). The NOST highlights how transportation intersects with human trafficking from the frontline worker perspective and VSPs. Still, it is essential to determine how transportation can be removed as a barrier for trafficking survivors as they rebuild their lives and independence.

Figure 385

Please confirm if the following research studies would strengthen counter-trafficking efforts related to victim resource allocation. Select all that apply.



QID_476 Total Respondents: 31

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Fundraising, Fiscal Health, and Unmet Needs

Despite governments and philanthropists increasing funding opportunities for nonprofits, that funding is often allocated to existing grant recipients and may not consider additional VSPs. Limited funding for anti-trafficking work creates a competitive environment for funding that often leaves providers struggling to meet operating expenses, including adequate resources needed for survivors or paying staff to provide services.

“We need funding. We can’t show victims that life after exploitation can be great when we are all broke and burned out.” NOST Service Provider Survey Respondent

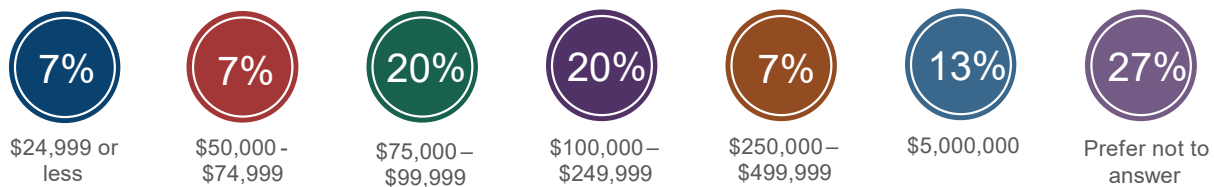
Operating budgets for the organizations represented in this study ranged from less than \$24,999 to \$5,000,000+ (Figure 386, pg. 441). Not all VSPs selected that they were qualified to answer financial questions about the organization. Operating budgets do not always reflect the outcomes that strengthen anti-trafficking work throughout communities. Raising funds through grant writing, events, donations, memberships, crowdfunding, and other means may vary from each provider (Figure 387, pg. 442). Given the competitive nature of fundraising and duplication of efforts among some providers, meeting the financial needs of an organization can be challenging. Raising money for salaries and vehicles has been particularly difficult for many organizations, with 61% of the responses identifying both needs as challenges (Figure 388, pg. 442). **Respondents identified multiple transportation-related expenses that are difficult to obtain.** If funding or donor opportunities don’t

include administrative costs in their funding process or limit that request to less than a small percentage of the overall budget, ensuring leadership and staff have living wages and competitive wages increases operational concerns. Budgets should remain focused on providing services to clients, but those services and resources may be limited without adequate resources to pay qualified staff. Further research is needed to better understand providers' financial needs, no matter the operational budget size. A future National Outreach Survey (NOS) for Victim Service Providers will be useful to address several of these issues. Confirmations from the NOST data and other sources prove that many providers need greater funds to help them fulfill their mission and adequately serve clients.

As survivors begin their healing journeys, many, if not most, start with few resources. Many have nothing after they exit their abuse and rely upon collaborating with community partners to help meet daily needs. VSP respondents were asked what other supplies and resources their organization needed that would or would not be met with existing fundraising efforts. Multiple transportation-related resources are needed: public transportation vouchers (62%), gas cards (57%), rideshare vouchers, a vehicle for client care, and air miles (each 48%), a vehicle donated for a client(s) (38%), and automotive services (19%) (Figure 389, pg. 443). Among 20 VSPs, 65% said clients have a need for a vehicle that is not covered in a grant, 60% have relocation costs, and 50% identified local transportation costs not covered in grants (Figure 390, pg. 443). Transportation needs exist for organizations and survivors throughout the U.S. *Please read one survivor's transportation experience and how access to a vehicle provided further freedom on her healing journey. You can find this on the inside of the back cover of this report.*

Figure 386

Based upon the last calendar year annual financial report, what was your total operating budget? (US dollars)

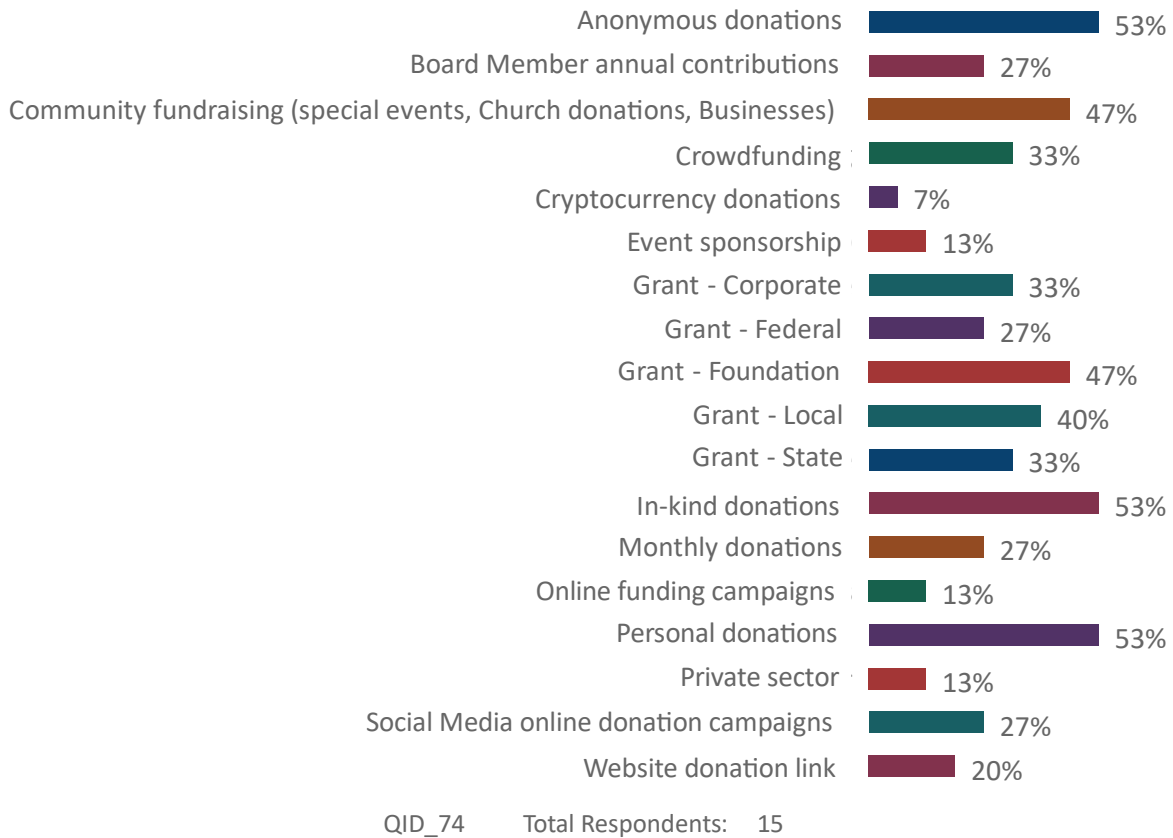


QID_87 Total Respondents: 15

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 387

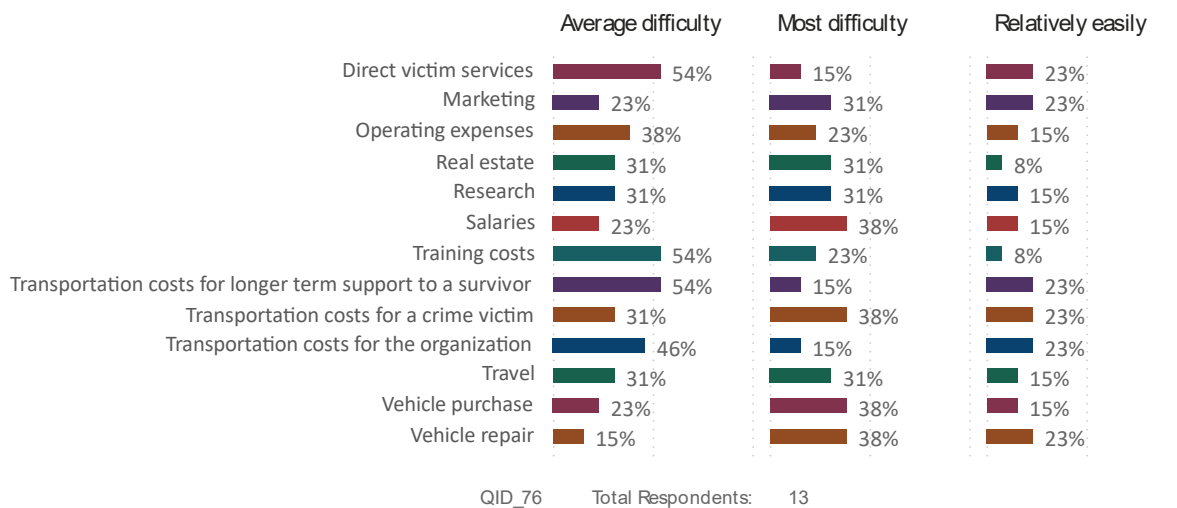
How do you raise funds for your agency/organization? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 388

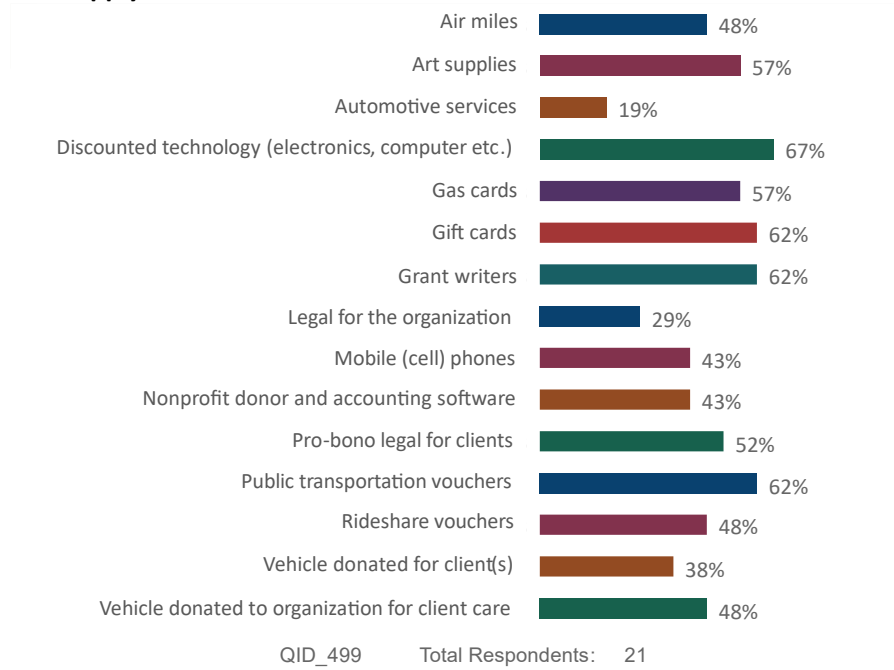
Please confirm the level of difficulty seen in securing funding in the following areas . Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 389

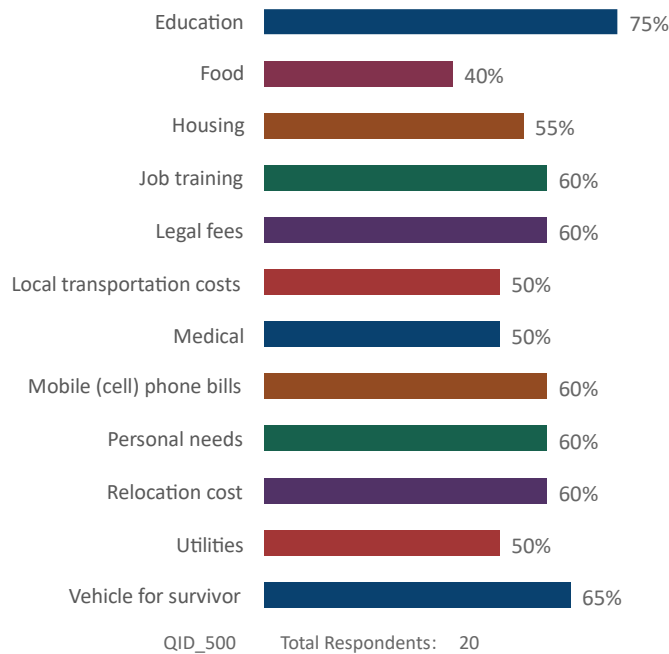
Please confirm if your agency/organization needs any of the following. Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 390

Please confirm if the following client resources are needed but not covered under most grants. Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

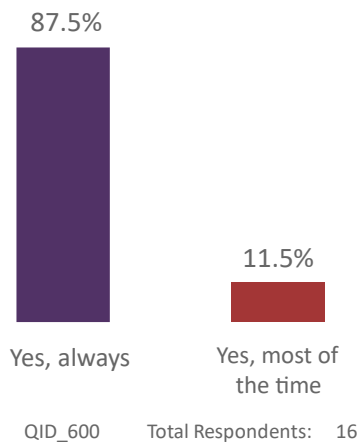
Policies and Procedure

Policies and procedures for anti-trafficking organizations relate to client intake, client confidentiality, the delivery method of services, working with allied organizations and law enforcement, and many other areas. Effective policies and procedures are the key to achieving successful outcomes in helping victims and survivors. For example, suppose the staff are unsure how to respond to a client crisis or where to refer clients for services. In that case, the organization will have lower efficiency and effectiveness, which ultimately can retraumatize clients receiving their care. NOST respondents were asked about some of their organizations' policies and procedures.

One hundred percent of responding participants said that their organization have provided services to clients without requiring a police report (Figure 391).

Figure 391

Does your organization provide services to clients who self-identify as a human trafficking victim, even if they do not file a police report?



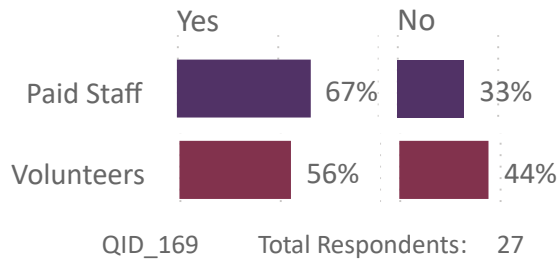
Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Furthermore, many organizations require volunteers (56%) to receive human trafficking training, but slightly more organizations require paid staff to be trained (67%) (Figure 392, pg. 445).

With the confidentiality issues already noted in this chapter, there was great concern among respondents about confidentiality policies and procedures in working with human trafficking victims. **Lived Experience Experts and allies have shared concerns about privacy issues for clients.** For example, 83% said these policies need greater enforcement (Figure 393, pg. 445). As noted by respondents, those who should follow confidentiality policies must include allies (69%), prosecution teams (law enforcement, prosecutors, court advocates) (59%), service providers (59%), transportation workers who know a survivor is using a voucher (56%), and survivors (47%) (Figure 394, pg. 446).

Figure 392

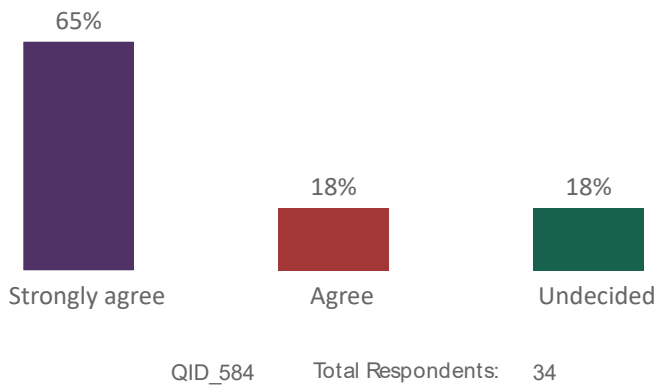
Does your agency/organization require paid staff and volunteers to complete human trafficking training?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 393

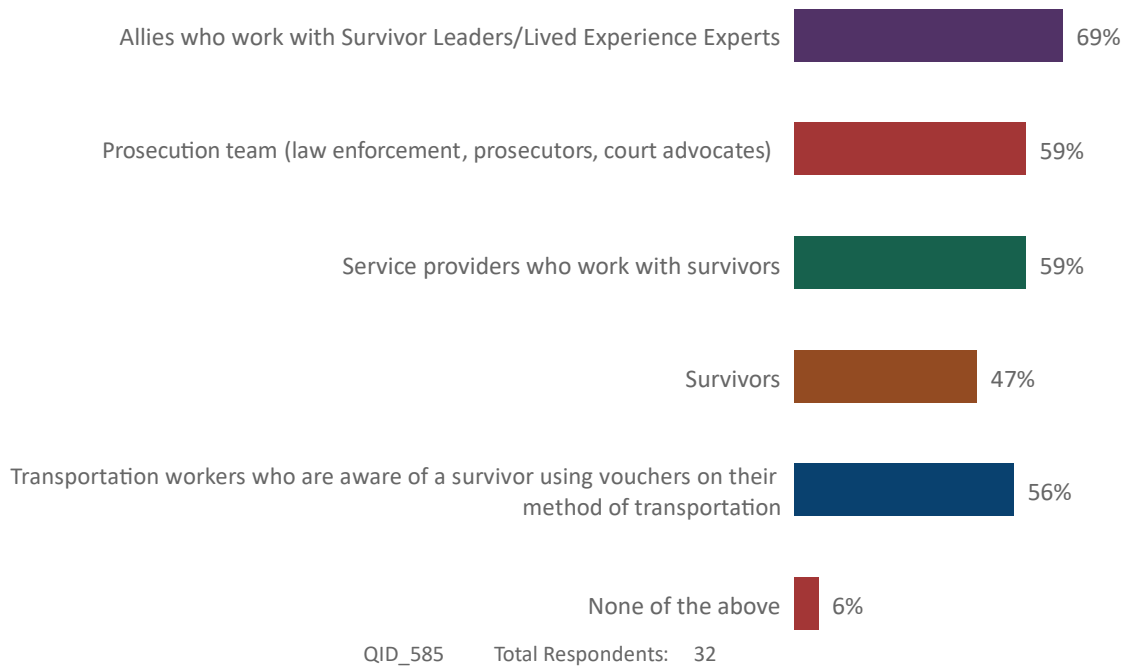
SURVIVOR-INFORMED TOPIC: To what extent do you agree or disagree with this statement, "Confidentiality/privacy policies of service providers working with victims of human trafficking needs greater enforcement."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 394

SURVIVOR-INFORMED TOPIC: The following groups need to improve confidentiality/privacy policies in working with human trafficking victims . Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

COVID-19 Pandemic Impact on Organizations

In 2020, when COVID-19 (COVID) cases began surging, the pandemic impacted people across the globe. There were many unknowns about the virus, how individuals could avoid it, and what to do if they contracted COVID. According to the ILO (International Labour Organization), 255 million full-time jobs were lost in 2020.⁵⁷⁴ This created vast opportunities to exploit desperate individuals seeking work to provide for their families. The 2021 Trafficking in Persons Report highlighted a survey by the Office of Security and Co-operation in Europe’s OSCE Office for Democratic Institutions and Human Rights (ODIHR) and UN Women that 70% of survivors in 35 countries reported their financial situation was impacted by COVID.⁵⁷⁵

There were few nonprofits, if any, whose operations were not also impacted by the pandemic. As part of the fifth largest accounting network in the world, BDO United States conducted a specialized pulse survey around the human side of the crisis.⁵⁷⁶ Although the study does not list how large the sample is, it states that 75% of respondents reported that COVID negatively impacted revenue and funding, and 35% said there had been an increase in service demand.

The pandemic impacted nonprofits among different populations. In 2020, the First Nations Development Institute launched a survey among 300 Native-led organizations. Thirty-eight percent (38%) had reduced operations and 68% expected revenue decrease because of COVID.⁵⁷⁷ A survey by the Building Movement Project in May 2020 asked 433 persons of color who led nonprofits about the impact of COVID on their organization. Among respondents, 71% identified as women of color, 25% as men of color, and 3% as gender nonconforming people of color, and the following statement illustrates their circumstances.

Since the start of the pandemic, organizations have been pivoting to meet the pressing demands of their communities and filling the gaps left by ineffective government policies and systems.⁵⁷⁸

In May 2020, CAF America released a series of reports detailing how COVID impacted organizations around the globe. A total of 880 organizations from 122 countries responded, including 116 that served the LGBTQ community. The vast majority (94%) responded that the pandemic had negatively impacted them. Various responses were provided to identify the direct impact of the virus.⁵⁷⁹ (Figure 395)

Figure 395



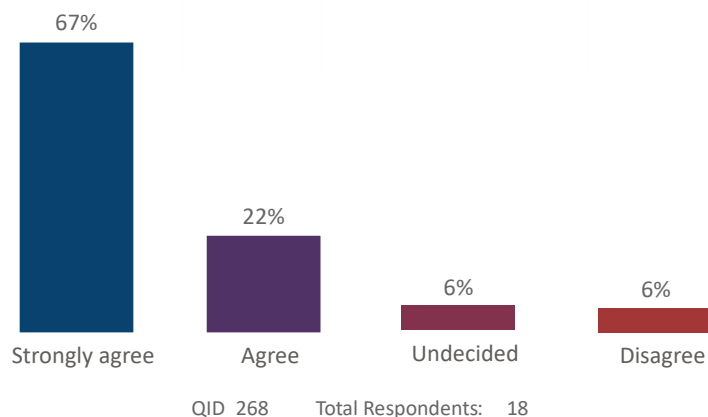
Impact of COVID-19 on the Provision of Services

Out of 18 VSP responses on the NOST, 89% agreed or strongly agreed that the pandemic made it harder to provide services to clients in 2020 (Figure 396, pg. 448). Like many organizations, staff shortages were the norm. One participant recalled how a staff member and her entire household contracted COVID, resulting in the staff member being absent for some time. The same participant added that many appointments clients needed, such as at the U.S. Social Security office, could not be made because offices were closed or there were backlogs due to staff shortages. Also, “providers canceled in-person mental health care and were slow to adopt Zoom/telehealth.” ESL and GED courses were canceled as well. The participant expressed that because of these challenges, employees felt they could not be as effective in helping clients get the services they needed. Although COVID greatly impacted the service provider’s ability to meet their client’s needs, it also increased resolve among leaders and their staff to find creative ways to continue offering client services and programs.

One participant attributed the increase in violence and safety issues to isolation. For example, as seen in the list above, VSPs said clients might be moved from massage parlors to more isolated workplaces like motels and Air B&Bs. One individual received direct feedback from survivors, indicating that the **“lack of availability of service providers (i.e., particularly in places where walk-in support was available before the pandemic) made clients feel less supported and more alone.”**

Figure 396

To what extent do you agree or disagree with this statement ,
"The Covid pandemic made it harder to provide services to
clients during 2020."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

COVID's Impact on the Mental Health of Staff and Clients

Among VSPs participating, 75% observed mental health consequences from the pandemic for staff and clients. Open responses included statements about depression, confusion, anxiety, exhaustion, and isolation. Two participants noted that juggling work and family responsibilities negatively impacted employees regarding increased stress and decreased ability to engage in self-care; however, another insight was that working from home and having virtual meetings helped employees find more balance between work and family. Mental health generally and its relationship to transportation is discussed in a separate chapter of this report, "Mental Health: Impacts in the Transport Sector."

When asked about the mental health impact of the pandemic on their clients, responses from VSPs conveyed an alarming increase in stress and mental health challenges (Figure 397). This is a sampling of VSP sentiments, observations, and experiences drawn from interviewees conducted during the NOST study and from the data collected through the NOST questionnaire. The VSPs describe client circumstances in the following ways:

Figure 397

- Financial stress, housing instability, depression, isolation.
- Increase in violence, increase in safety issues due to isolation. Human trafficking clients moved from places like massage parlors to more isolated workplaces like motels and air B&Bs. The lack of availability of service providers (i.e., particularly places where walk-in support was available prior to the pandemic) made clients feel less supported and more alone.
- They are extremely exhausted.
- Heavy as an increased number could not physically reach us for support.
- Not much in-person emotional support and crisis intervention on site was provided as could have.
- Isolation I think had a severe impact on mental health. I think we are just starting to see some of the impacts, because county agencies described losing contact with a lot of youth during this time.
- Isolation, many more months added to the already extensive waiting that a foreign national victim of trafficking must endure while federal processes are pending that will give the person the right to remain

in the US and recover from being trafficked. Average length of time for a T Visa to be granted has swelled past 29 months per USCIS.

- *Feeling more hopeless and harder to move onto the next steps.*
- *All of the above, plus, many more clients have nowhere to go. Housing is scarce, and "affordable" is not really affordable to most seeking safe shelter. Domestic Violence shelters have quarantine times for people seeking help from outside of the localities, which means it is a longer wait time for someone trying to get out of an unsafe situation. People are tired, they are angry, and they are tired of hearing "Sorry, we can't help you here" from so many of the agencies they have to interface with.*
- *Clients are definitely more stressed because it's been harder to find work and housing.*

Several NOST survey respondents also mentioned that the scarcity of housing and jobs posed additional challenges for clients. When asked how the pandemic impacted the mental health of staff, VSPs shared in open-text responses some raw insight into those impacts:

- *Has made it very difficult to start back into outreach efforts that are needed.*
- *Depression and confusion.*
- *More stress, isolation.*
- *An increase in referrals meant higher workloads. Increased isolation meant fewer social supports for staff and less support from colleagues. Increase stress in worry for clients whose safety concerns were escalated as a result of isolation and limited access to needed services.*
- *I'm exhausted.*
- *Little to no impact.*
- *Heavy impact on personal anxieties, potential job losses and less income due to funding concerns.*
- *Not much in-person support provided.*
- *I'm answering this as a TA/Training program providing support to child welfare staff in CA. There is a crisis of mental health in CA. Those social workers who are case carrying and running [Human Trafficking] Programs often describe a severe lack of capacity. Attrition rates seem to be at an all time high, although it certainly does seem to depend on each county's leadership response and how supportive they were of their staff. Having to navigate the rapid changing around the pandemic and the difficulty of placing youth who had tested positive was extremely challenging. However, for some workers they reported finding a better home/life balance by being able to cut out so many unnecessary meetings. They also described some of the positives of having team sessions virtually when appropriate. They had increased rates of attendance in some situations, for instance when taking out the challenges of transportation for both families, and "... Partners.*
- *One staff member and her entire household had Covid19 so she was not able to work for a while. Many appointments that we needed to make for our clients, such as at the social security office, could not be made because the offices were not open or were very backlogged due to short staff or other covid-related delays. In-person mental health care was cancelled by Covid and providers were slow to adopt zoom / telehealth. ESL and GED courses were cancelled by the providers. So we felt we could not be as effective in our role of helping the client's needs met, because covid presented so many barriers to what we sought to help the clients accomplish.*
- *Overall lower energy and increased in their sharing of feeling stressed out.*
- *Everyone is juggling many new things: kids at home, working from home protocols, loss due to Covid, financial impacts to partners/spouses losing jobs, etc. It has been harder to maintain personal self-care.*
- *Staff have been more stressed during the pandemic. Until recently, their children were home 24/7 because schools were closed. They have all this additional stress about keeping their families safe and healthy and finding childcare for days they need to come to work in person on top of an already stressful job.*

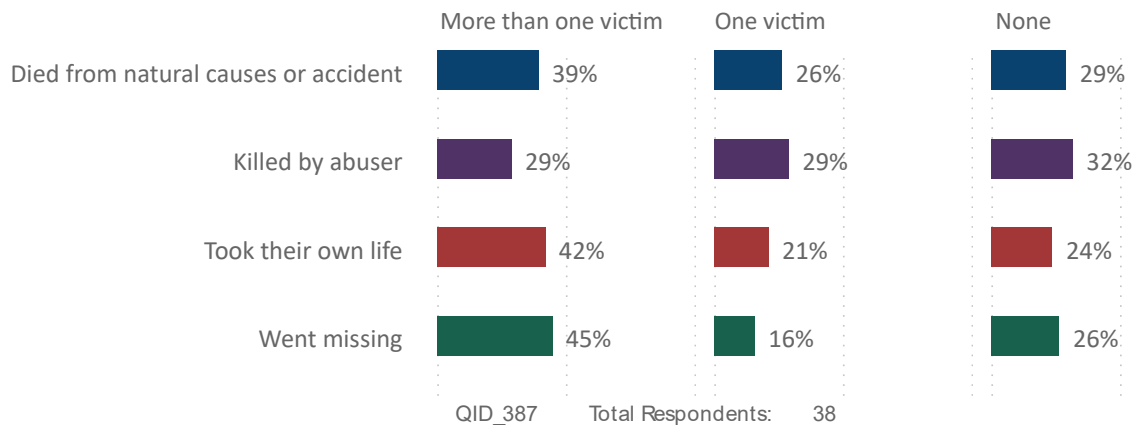
Personal Impacts of Anti-Trafficking Work

Whether there is a pandemic, natural disaster, or other disruptive events, being an advocate or social worker in the anti-trafficking space provides daily reminders of why this work is so important. This includes “Freedom Days” for survivors to experience a new “first” in their lives. Some examples may include getting their own home, personal identification documents, their own vehicle, healthcare needs addressed, immigration documents, or disability insurance approved.

During the pandemic, and in general, there are many personal impacts of working on the frontline in human-trafficking advocacy and service organizations, whether survivor-led or allies. Once again, many unspoken challenges exist among VSPs, but few are discussed because the focus is on the client and the resources needed to help them. Addressing unresolved challenges should ultimately help provide better care for clients and those who work on their behalf. NOST participants were asked: Do you personally know of a human trafficking victim who has died or gone missing? The majority of 38 respondents who answered the question said they knew at least one victim, if not multiple victims, who had been killed by their abuser (29%), took their own life (42%), died from natural causes (39%), or went missing (45%). In fact, among those answering affirmatively, more respondents knew multiple victims who had died due to these circumstances (Figure 398).

Figure 398


SURVIVOR-PROVIDED QUESTION: Do you personally know of a human trafficking victim who has died or went missing?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

The staff of anti-trafficking organizations can suffer vicarious or secondary trauma from working in the anti-trafficking field, especially those who have lived experience themselves. In fact, when asked, 30 out of 38 respondents (79%) said they had suffered trauma due to their work, and 5% preferred not to answer (Figure 399, pg. 453). And 50% of the 38 participants specifically said they experienced secondary trauma in working with abuse victims (Figure 400, pg. 453). Of note, the respondents include both allies and survivor-led organization leaders. When asked if they had sought resources for themselves due to that trauma, 71% said they had (Figure 401, pg.453). Although many providers do not seek help in this capacity, it is encouraging that some VSPs seek assistance when needed. On a broader scale, in considering the issue of mental health in communities, most VSPs (97%) said mental health issues must be better addressed in communities (Figure 402, pg. 453).



The background image shows the rear of a light-colored car, with the taillight and bumper visible. The text is overlaid on a semi-transparent green rectangular area. A large, stylized white quotation mark is positioned at the top left of the text area.

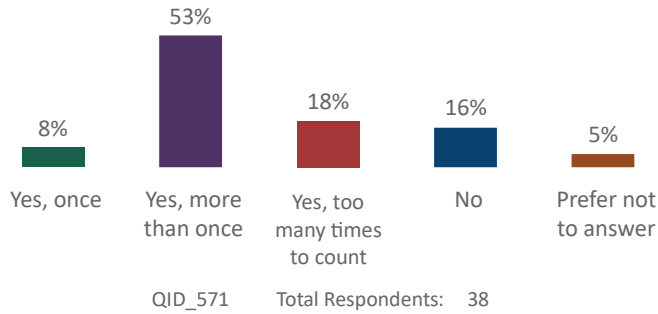
Transportation is a huge barrier to reaching the essential resources and help needed for survivors recovering from their traumas and building their support team. Gas prices have been the highest ever lately as well as the prices of cars. Ever since COVID, it is much harder to survive because all costs have gone up. As a survivor, my trust is something that needs to be earned by others. It's very hard to ask for help. It's important for a survivor to have a face-to-face interaction with people, places, and things in hopes to build a trusting foundation with those we allow in our circle.

This can also take time. The time it takes to build our support circle and regain trust we can be exploring more personal counseling and resources to help guide us in the right direction. Transportation is essential to a survivor giving them a sense of control of what choices they make for their recovery. I believe transportation is essential to the recovery of a survivor. It's part of the foundation that is made to build upon to reach their full capacity in work, health, and education. Also, these resources must be provided to working professionals to be able to offer them to survivors."

Nicole Harbert

Figure 399

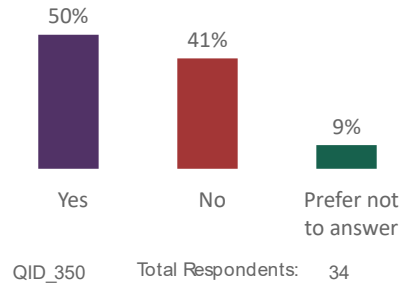
Have you ever experienced trauma by working in the anti-trafficking movement?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 400

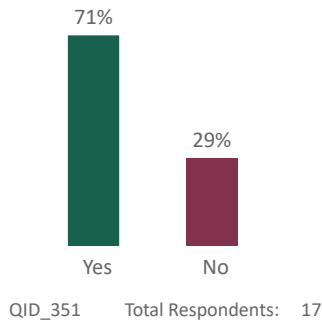
SURVIVOR-INFORMED QUESTION: Have you ever experienced secondary trauma from working with victims of abuse?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 401

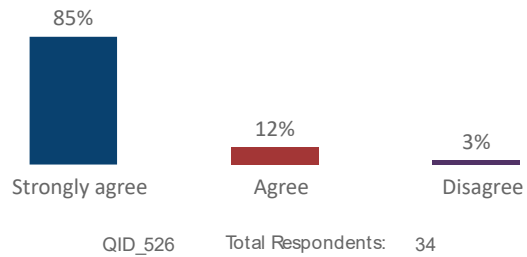
SURVIVOR-INFORMED QUESTION: Have you sought resources to help you with the secondary trauma you experienced from working with victims of abuse?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 402

To what extent do you agree or disagree with this statement, "Mental health issues in the community should be addressed more effectively."

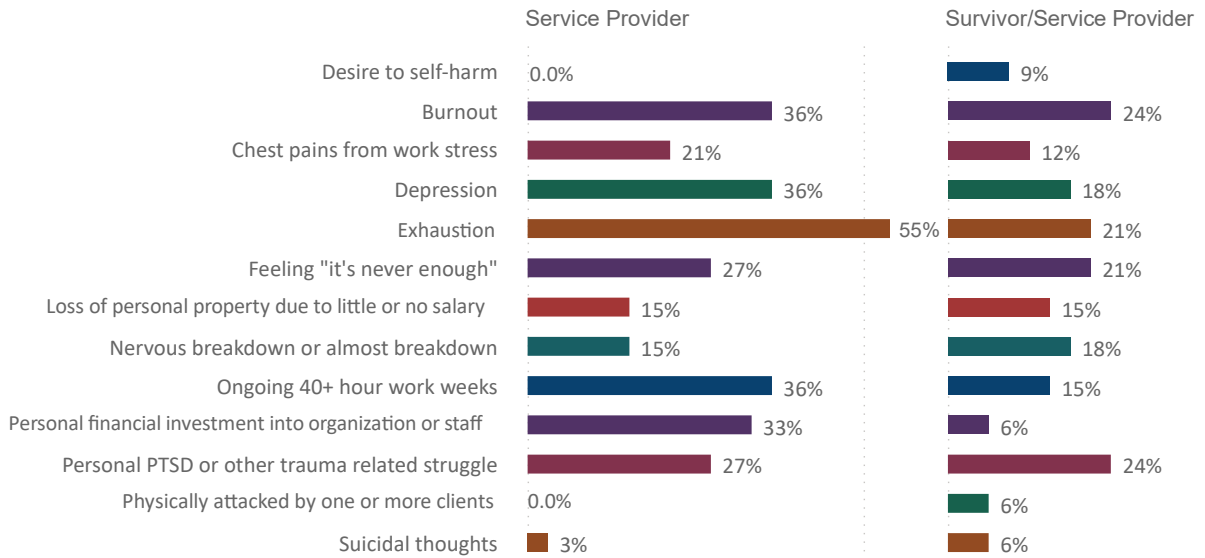


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

When looking at both survivor and ally VSP respondents, the most frequently noted symptom of stress was exhaustion (76%), followed by burnout (61%) (Figure 403, pg. 454). Considering the data separated by individual survivor-led organizations and ally-led, survivor-led VSPs responded that burnout and personal PTSD were experienced more than other impacts, followed by exhaustion and feeling "it's never going to be enough." Allies reported exhaustion as the greatest impact, followed by burnout, depression, and ongoing 40+ hour work weeks equally. Although this represents a small sample of VSPs, these sentiments have been expressed by many serving in this space worldwide.

Figure 403

Please confirm if you have experienced any of the following situations professionally. Select all that apply.



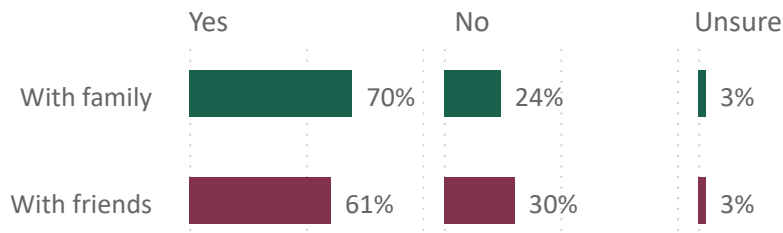
QID_348 Total Respondents: 33

Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally- (22) or survivor-led (11).

The personal impact of serving in the anti-trafficking movement is rarely discussed openly or broadly. At times, each advocate’s and leader’s passion can overshadow the direct impact of challenges in this movement. It is typically behind closed doors that such discussions are had among colleagues. Most of the 33 who answered this question said work-related stress impacted their personal lives with friends (61%) and with their families (70%) (Figure 404). The majority of 34 respondents said they had either been concerned about their own safety (53%), their families’ safety (32%), or their friends’ safety (15%) because of their anti-trafficking work (Figure 405, pg.455).

Figure 404

Do you feel work-related stress has impacted your livelihood outside of work?

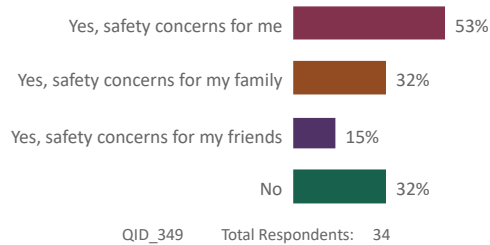


QID_352 Total Respondents: 33

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 405

SURVIVOR-INFORMED QUESTION: Have you ever had safety concerns in your anti-trafficking work? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Unresolved Challenges for Organizations

The lack of understanding among lay people about what defines a human trafficking victim leads to a recurring need to educate those in the community. Contrary to some awareness presentations, human trafficking does not always represent victims accurately.

“Right now, sensationalism is fueling misidentification,” says Rebecca Bender, Subject Matter Expert on Human Trafficking and author, adding the following:

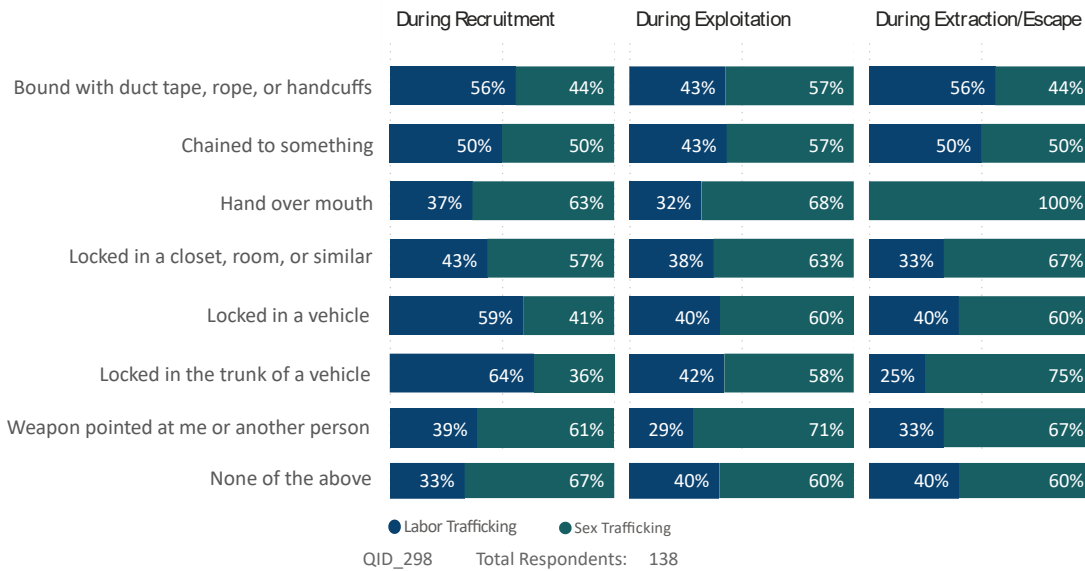
“Think about it. When you hear the phrase ‘human trafficking,’ what images come to mind? A quick online search would show pictures of people duct taped, handcuffed, thrown in a basement on a dirty mattress...but as survivors, we grow up in the same communities as all of you. So, we too, are picturing those same sensationalized images, those same myths. And when our situation doesn’t look like that, we keep thinking, ‘well I must have not been trafficked because I wasn’t kidnapped. I’m not duct-taped. I wasn’t thrown. I’m not locked in the basement.’ We’re all looking for the 1% stranger abduction. And meanwhile, 99% of victims, like Epstein’s, like myself, and many, many others are hidden in plain sight, right under our noses.”⁵⁸⁰

As discussed further in the survivor chapter of this report, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* participating survivors were asked if they were ever restrained in different ways (Figure 406, pg. 456). Responses from 138 survivors indicate whether they were subjected to the types of restraint commonly depicted in human trafficking awareness campaigns. Such data can aid in evaluating the relevancy or focus of such images in awareness and training programs. Some responses reflect constraint types but also “None of the above.” Further research will differentiate those who experienced constraint from those who select “none of the above.”

According to the NOST data, some of the top challenges for VSPs noted (among 39 responses) were: lack of survivors in leadership positions (74%), lack of resources (72%), the division between survivors and allies (69%), lack of funding (69%), and lack of accountability (64%) (Figure 407, pg. 456). Although 3% indicated none of the above, the next lowest response rate is 44% for lack of common legislative initiatives and lack of policies and procedures. Most respondents indicated areas that need to be addressed within the anti-trafficking movement.

Figure 406

SURVIVOR PROVIDED QUESTION: Please confirm if you were ever restrained in any of the following ways during your exploitation. Select all that apply.



Note: Statistics include responses from participating survivors of labor and/or sex trafficking and may not represent any larger population segment. It is also important to note that the data from this survey question includes a "None of the above" option and the corresponding percentages may not reflect accurately from coding the question in the survey design; hence, the data is included only for reflective purposes.

Figure 407

Do any of the following challenges exist in the anti -human trafficking movement? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

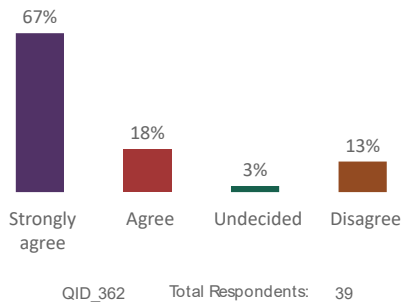
Over the last several years, there has been more widespread recognition that survivors and Lived Experience Experts have not always been paid the same amount for speaking at training or awareness events or about their human trafficking experience. Even from a small group of VSPs, survivor-led and allies, there appears still to be

a lack of agreement regarding this issue. Among 39 VSPs who answered this survey question, 19 were survivor-led, and 95% of these favored equal pay for expertise. Of the remaining 20 ally-led VSPs, 75% favored the same; overall, 85% favored survivors being paid the equivalent of other experts on the same project (Figure 408). Some events do not provide speaker funding, preventing any speaker from being compensated for their time and expertise; however, when funding is available, the authors believe that Lived Experience Experts need to be paid the same rate as other experts speaking at the event.

Funding continues to be a challenging topic overall for many VSPs. As noted above, retaining staff is presented as one of many inhibitors to operating anti-trafficking organizations, whether survivor-led or ally-led. Among 38 respondents, 71% had some level of concern about their organization being able to retain staff, particularly qualified staff (Figure 409).

Figure 408

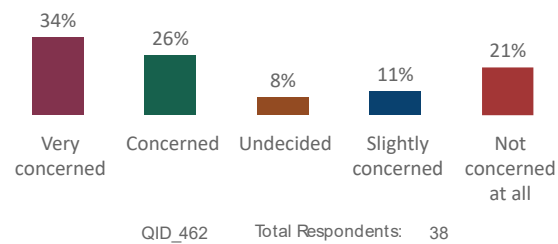
To what extent do you agree or disagree with this statement, "If a project is funded, human trafficking survivors should be paid the equivalent of other experts on the same project."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 409

How concerned are you about your agency/organization's ability to retain staff?

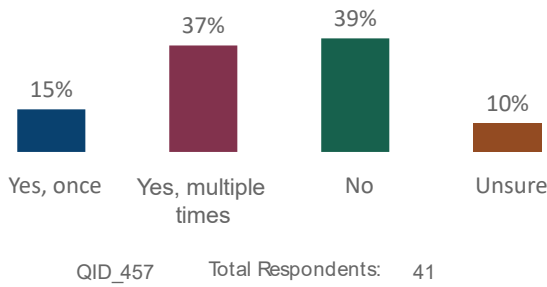


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Service providers were asked if they had ever turned away a client due to a lack of resources, and 52% said they had, including 37% who said multiple times (Figure 410, pg. 458). When asked differently, a lack of funding/resources (56%) was the most frequent reason organizations declined to work with clients (Figure 411, pg. 458). Several transportation-related concerns included a lack of resources for long-distance travel that aids workers in this field (51%), and the client could not attend services due to transportation needs (52%).

Figure 410

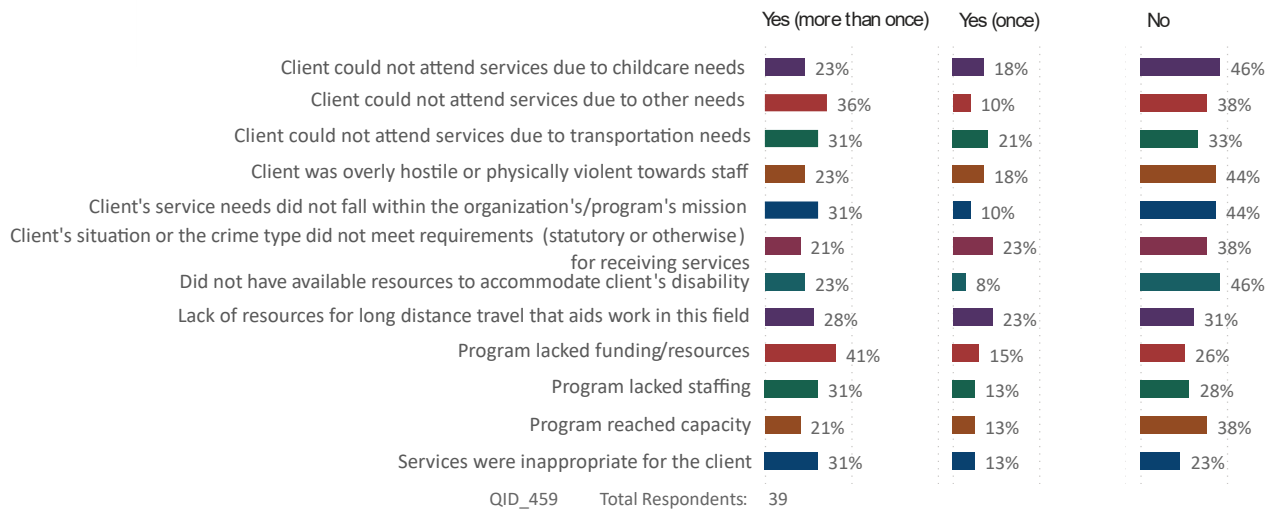
Have you ever had to turn away a client because of a lack of resources?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 411

Has your agency/organization ever had to decline working with any survivor for the following reasons ?

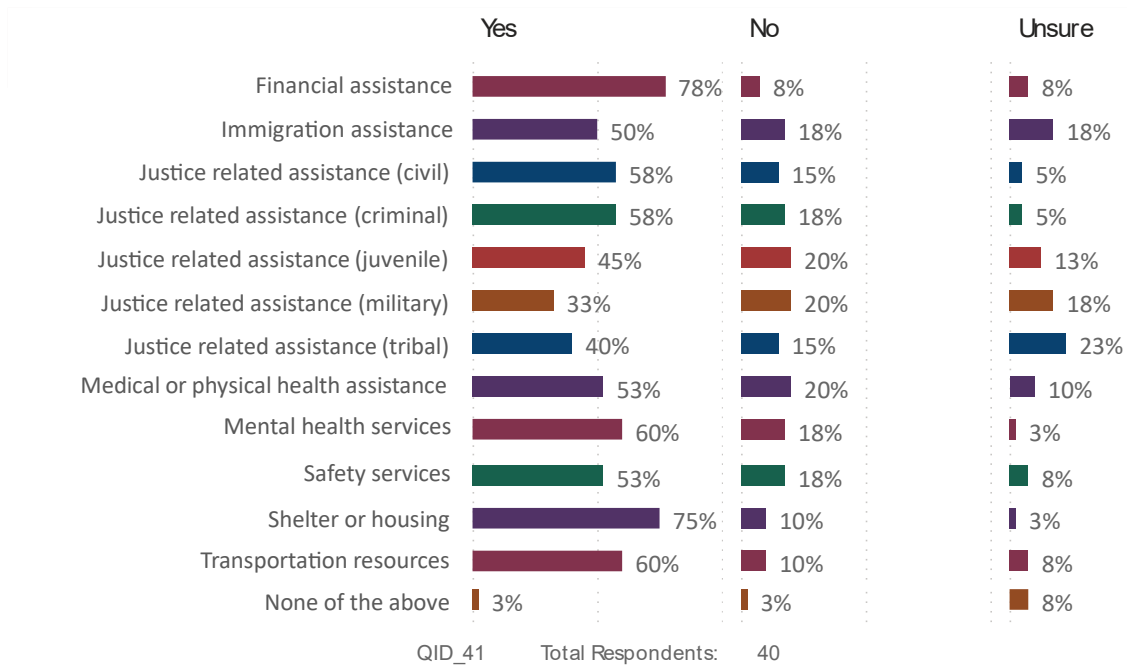


Note: Statistics include responses from participating service providers and may not represent any larger population segment.

The absence of needed services in the community was also noted as a challenge by most VSPs (Figure 412, pg. 459). Resources are hard to come by, including for clients among diverse populations, 78% said financial assistance, shelter or housing at 75%, followed by 60% saying that transportation resources were difficult to provide. The competitive environment around securing funding was identified as a major challenge by 75% of 36 respondents (Figure 413, pg. 459). When asked if those challenges had increased or decreased in the last two years, 58% said they had increased (Figure 414, pg. 460).

Figure 412

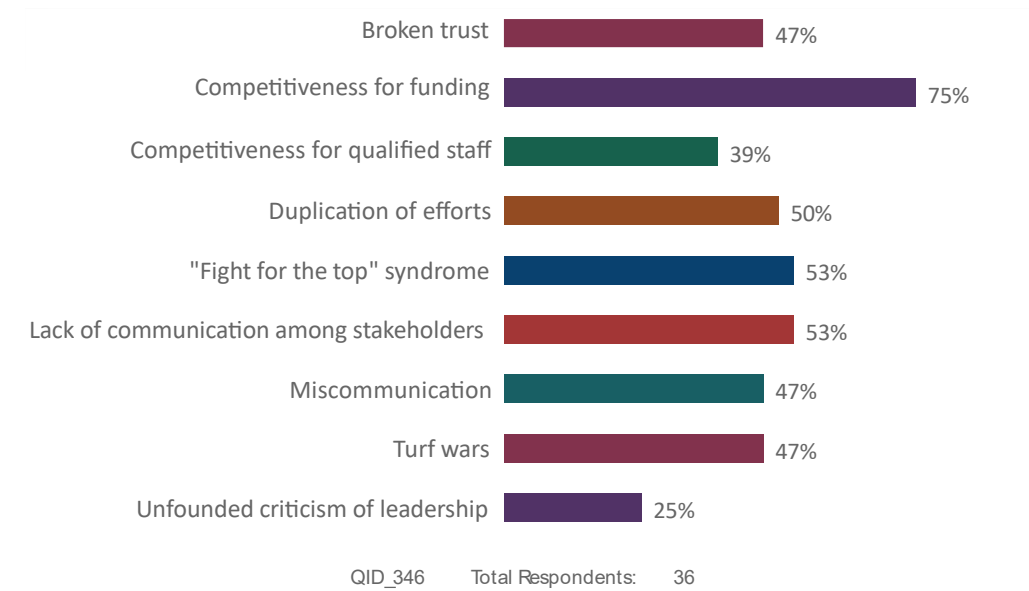
Are there any services that your clients need that are difficult to obtain in your local area? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 413

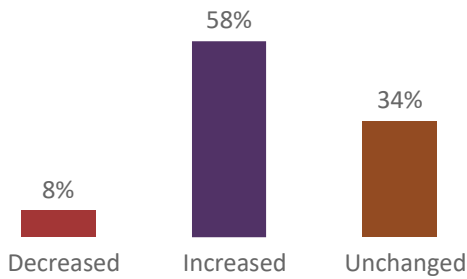
What do you think are the greatest contributors to the challenges you selected? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 414

Do you think the challenges you selected have increased or decreased from 2019 to the present?



QID_347 Total Respondents: 38

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

One staff member wrote the following:

We are a small survivor-led organization... challenges are the battles for funding and a lack of other organizations coming together to end trafficking.... many are territorial or in the field for recognition instead of helping survivors.

Service Providers noted some of the greatest challenges that prevented them from providing services to clients, included a lack of funding and resources (83%), survivors needing long-term care (80%), level of trauma and side effects (68%), and lack of sustained access to affordable transportation (38%) (Figure 415, pg. 461). The needs of human trafficking survivors do not fluctuate on whether VSPs can provide resources, and this can impact the consistency of services offered by VSPs who do not have the resources needed to match the programs offered to their clients. There are many internal and external impacts on VSPs and their abilities to provide consistent care to clients, which needs to be studied further to help mitigate inconsistent care to clients and strengthen the work of each VSP. Some organizations provide a broad range of services in their communities; however, this can also lead to duplication of services and competitiveness for funding among providers.

The NOST also sought to identify challenges in the broader landscape of anti-trafficking work. The three most frequently identified prosecution challenges by VSPs have been the lack of training for law enforcement officers about how to identify human traffickers (65%), survivors being afraid to provide testimony (59%), and existing laws not being enforced (57%) (Figure 416, pg. 461). Some survivors also fear law enforcement, distrust the criminal justice system, or fear not being believed (Table 56, pg. 462). This combination of legal challenges can impact the successful prosecution and conviction of human traffickers if not resolved. As discussed in other chapters of this report, although some bad actors in transportation may contribute to the abuse of human trafficking victims, a majority must be committed to combat this crime and see resources available for survivors.

Figure 415

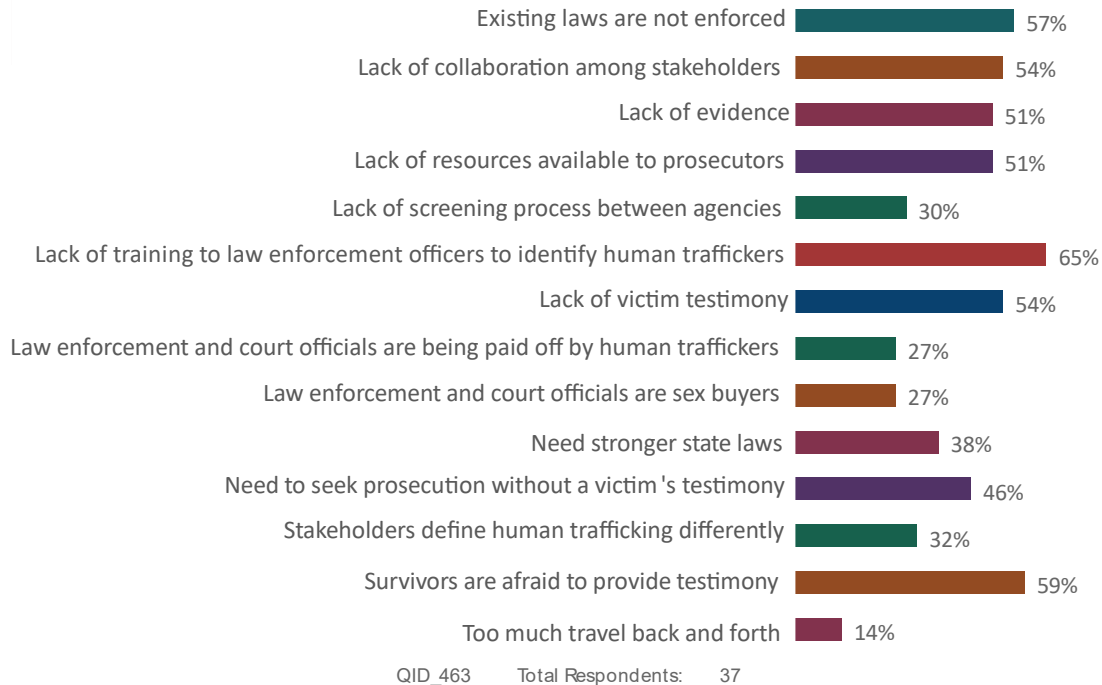
What do you see as the greatest challenges in providing resources for human trafficking survivors? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 416

What are the greatest challenges to seeing more human trafficking prosecutions in your community? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.



Human trafficking can impact individuals of any age or gender.

Table 56

Why do you think some human trafficking survivors do not report their exploitation to law enforcement? Select all that apply.

	Service Provider	Survivor/Service Provider
Court officials are being paid off by traffickers	22%	28%
Court officials are sex buyers	17%	33%
Desire to move on with life	61%	72%
Distrust in the criminal justice system	78%	67%
Fear of appearing culpable of criminal conduct different from human trafficking	70%	50%
Fear of appearing culpable of human trafficking	61%	61%
Fear of deportation	65%	44%
Fear of law enforcement	70%	83%
Fear of not being believed	74%	72%
Gender-based shame	43%	44%
Language barriers	57%	39%
Law enforcement are being paid off by traffickers	17%	39%
Law enforcement are sex buyers	22%	44%
Shame / feeling it is the victim's own fault for falling prey to a trafficker, should have been known better, should have tried to escape sooner, self-blame	4%	
Total Respondents By Group	23	18

QID_464 Total Respondents: 41

Note: Statistics include responses from participating service providers and may not represent any larger population segment. The data is divided between service providers who are ally - or survivor-led.

Cultural Competency

Cultural competency is particularly important when working with trafficking survivors because of the degree of trauma they have suffered. When asked which areas of cultural competency needed to be addressed in the anti-trafficking movement (Figure 417), several respondents said that cultural competency training is needed, especially in working with African American, Indigenous and Native American, LGBTQIA+, and male survivors. One individual noted the importance of training staff in systems of oppression, racism, and privilege. The following are other observations from NOST respondents:

Figure 417, QID_471 comments

“Diversity needs to be engrained in organizations so that teams have members from marginalized groups to promote cultural competency from within.”

“Not all survivors have the same experience, and it is important to understand those differences because it creates barriers when there is only one form of trafficking experience being taught for educational purposes.”

“Having cultural competency means recognizing that while certain interventions and programs work particularly well with certain cultural groups, they may not be as effective with all groups. It is also important that culture-specific interpretations of domestic violence, human trafficking, and other violations be understood. For example, one NOST participant said VSP staff should learn about differences in interpretation between “honor and shame-based cultures versus fear-based cultures.” Moreover, with a shortage of housing options, some human trafficking survivors are placed in a domestic violence, homeless, or sexual assault shelter, which can compound trauma and heighten the need for staff sensitivity.”

“It is important to understand the differences of needs between domestic violence and human trafficking survivors. You can't just put a human trafficking survivor into a domestic violence program and expect positive results.”

NOST responses also indicate that more work is needed to help bring traffickers to justice. For example, 79% of VSP respondents thought trafficking against LGBTQ, male, indigenous people, and labor trafficking was underreported (Table 57, pg. 464). The challenges in bringing traffickers to justice are also discussed in the survivor chapter, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* and the law enforcement chapter of this report, *“Criminal Justice Response to Human Trafficking: Law Enforcement Perspectives and One Nonprofit’s Approach to Training Law Enforcement in Modern Times.”*

Although composed of a small group of respondents, 79% of 34 respondents said some abuses are not prosecuted because the activity is considered culturally accepted behavior (Figure 418, pg. 464). It was also pointed out by 97% of the 33 VSP respondents that immigration laws can impact a victim’s decision to report their trafficker (Figure 419, pg. 465). Law enforcement training by Collective Liberty⁵⁸¹ and other agencies continues to educate officers on how to work a human trafficking case without a victim’s testimony. Some trafficking cases still seek a victim’s testimony. The NOST asked how a trafficking victim or survivor could make their trafficking report. If a victim could file a statement with someone other than law enforcement, 75% believed more reports/complaints would be filed, while 16% said they were unsure (Figure 420, pg. 465).

Table 57

To what extent do you agree or disagree with these statements ?

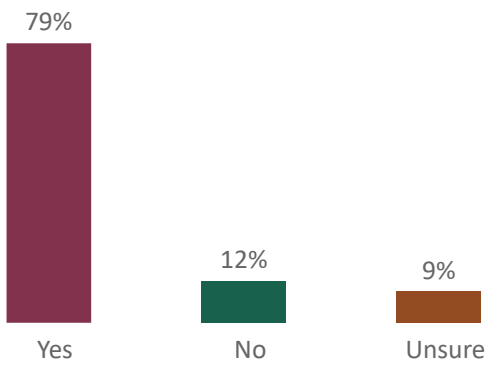
	Strongly agree	Agree	Undecided	Disagree	Strongly disagree
Exploitation against males is under -reported	64%	27%	3%	3%	
Exploitation against the Indigenous community is under-reported	64%	24%	6%	3%	
Exploitation against the LGBTQ community is under-reported	61%	21%	15%		
Exploitation in labor trafficking is under -reported	61%	18%	12%	6%	3%

QID_498 Total Respondents : 33

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 418

In your opinion, do you think some abuses are not prosecuted because they are considered culturally acceptable behavior?

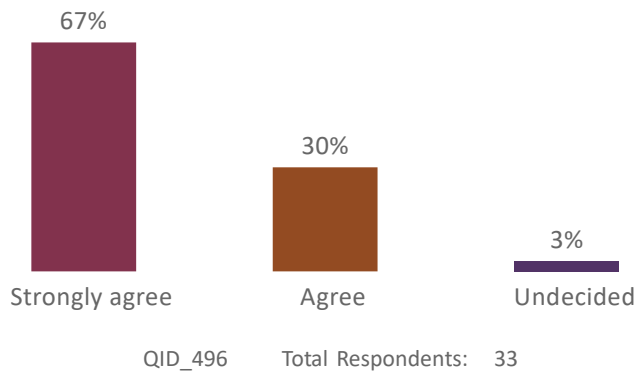


QID_482 Total Respondents: 34

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 419

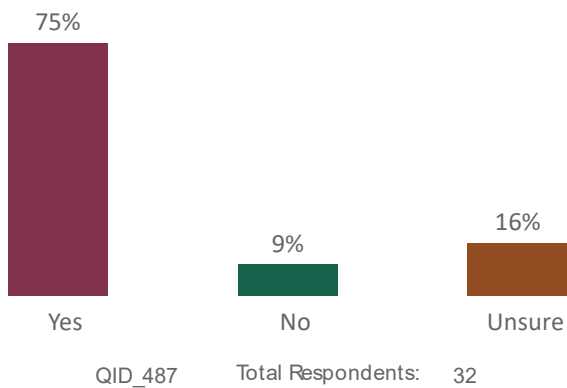
To what extent do you agree or disagree with this statement, "Immigration laws can impact a human trafficking victim's decision to report their abuse if they are a foreign national."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 420

Do you think more human trafficking survivors would be willing to file a police report if they were allowed to make a statement to someone other than a law enforcement officer?



Note: Statistics include responses from participating service providers and may not represent any larger population segment.



Understanding Trauma

Several participants noted that cultural competency can be more easily achieved when survivors are hired into staff and leadership positions. As one participant wrote, ***“in many cases, trafficking is normalized, and victims are hesitant to report.”*** Some survivors may not recognize themselves as victims, nor the trauma they have endured. One participant said simply calling out trauma reactions or behaviors is unsuitable for every client.

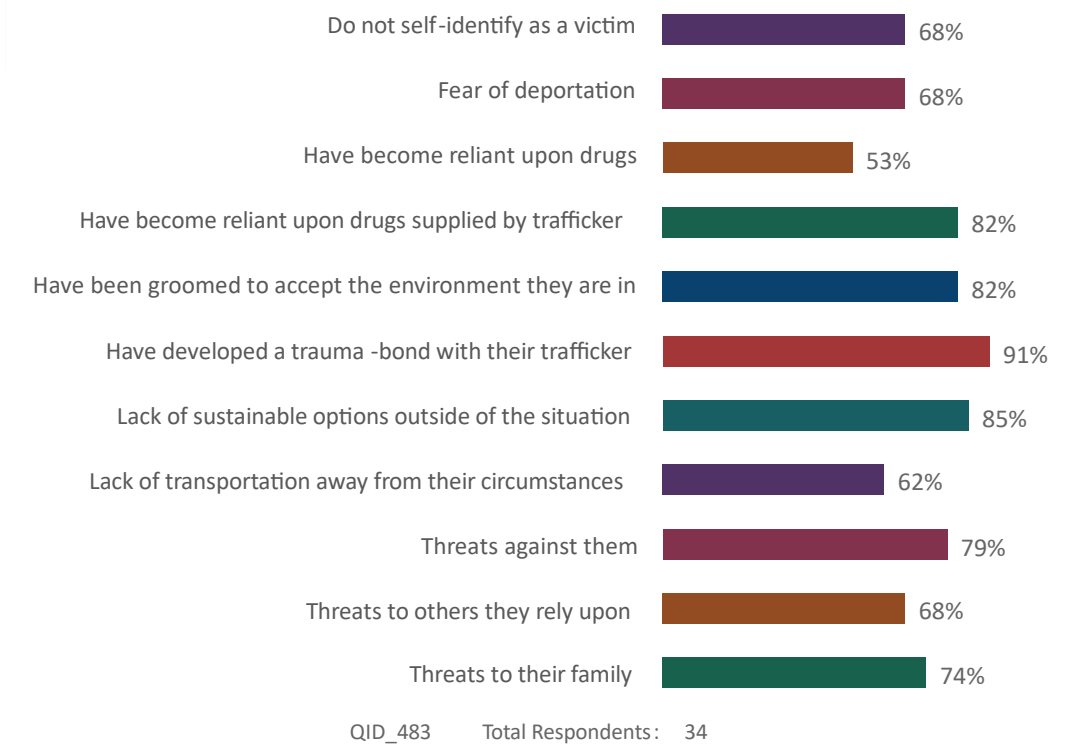
Staff also need to understand why some survivors hesitate to leave their traffickers. When asked why a victim may not leave a trafficker, VSP respondents endorsed the following theories: they have developed a trauma bond with their trafficker (91%), lack of sustainable options (85%), have become reliant upon drugs supplied by trafficker (82%), have been groomed to accept the environment they are in (82%), or threats have been directed at them (79%), or to their family (74%) (Figure 421, pg. 467).

Organization and Field Changes Needed

NOST participants expressed much concern that victims can be further victimized at shelters or safehouses due to lack of resources (97%), where staff is not equipped to work with survivors (91%), or where organizations profit from the survivor’s story without compensating them (74%) (Figure 422, pg. 467). When asked if providers who work with trafficking survivors should be held to the same standards as professional social workers, 92% favored this (Figure 423, pg. 468).

Figure 421

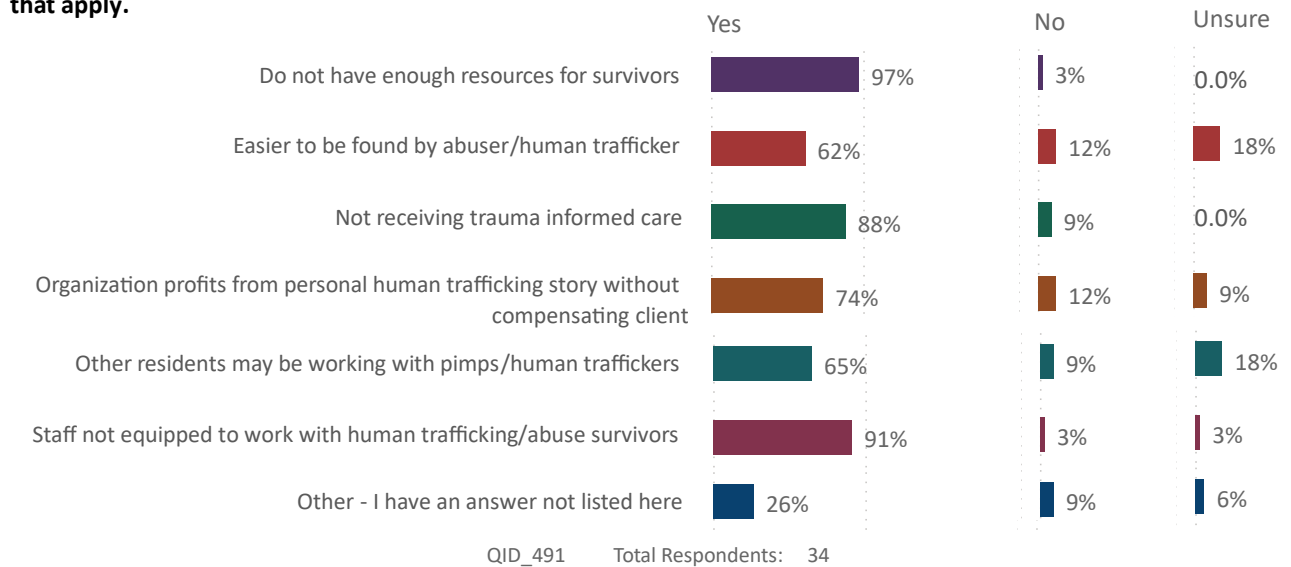
What do you think are the primary reasons that human trafficking victims do not leave their trafficker(s)? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 422

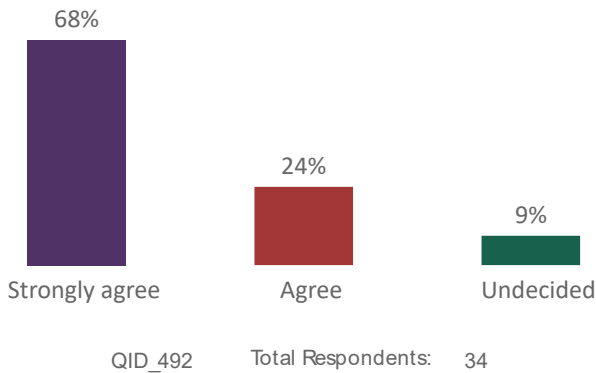
Do you believe that survivors can be re-victimized at shelters/safe houses for any of the following reasons? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 423

To what extent do you agree or disagree with this statement, "Anti-human trafficking service providers should be held to the same standard of care to which professional social workers are held."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Respondents had many ideas about how to hold anti-trafficking providers to higher standards and accountability, including training.

“Workers should go through appropriate and continual training like counselors [who] have to get CEU's every year. This would be a part of them maintaining their non-profit status or getting funding. Also, working with vicarious trauma and becoming more trauma-informed would be required training.”

Other ideas relate to better monitoring and evaluation of the work of anti-trafficking organizations and implementation of state or national standards (Figure 424).

Figure 424, QID_493 comments

“At minimum for state/federal grant funded organizations there should be a level of accountability and independent evaluation/review. With Cal OES funding for instance in CA, most of the organizations are not providing services to labor trafficking survivors, even though it is a part of the grant. I'm appalled that the State hasn't ensured that their service providers are doing more for both forms of trafficking.”

“HT service providers should have to receive a minimum level of training and continuing education in order to be certified to work with survivors.”

“As a professional social worker, we have to uphold a code of ethics within our profession. There currently aren't any codes or standards with working in the [Human Trafficking] movement. There are national boards for social workers NASW etc. and the same should be implemented for [Human Trafficking].”

Legislation Needed to Combat Human Trafficking

VSP respondents were also asked about policies and legislation to combat human trafficking (Figure 425).

Figure 425, QID_473 comments

“Having inclusive language encompasses the range of experiences of those involved in the sex industry, not just sex trafficking survivors and sex workers. Dismantling systems of oppression around racial, sexual and gender disparities. Creating more equity and access to needed services for survivors.”

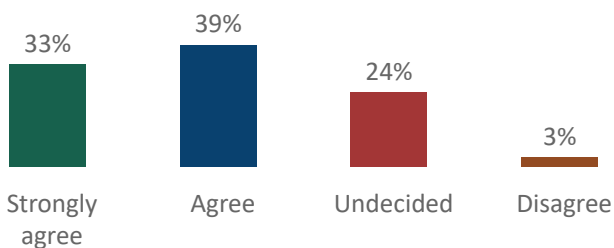
“I'm not educated on legislation or policy I just know what we have isn't working for survivors.”

“There should be legislation to protect the children that are born by traffickers. Nobody ever talks about us survivors that have children with our traffickers. That has become my mission.”

The majority, 72% of 33 respondents, were concerned that current immigration laws make it more difficult to seek visas for human trafficking victims, and another 24% were undecided (Figure 426).

Figure 426

To what extent do you agree or disagree with this statement, "Immigration laws have made it harder to seek visas on behalf of foreign trafficking victims?"



QID_497 Total Respondents: 33

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Importantly, a NOST survey respondents wrote about the widespread implementation of the “non-punishment principle.” The United Nations 2002 Principles and Guidelines of the Office of the High Commissioner for Human Rights recommended that legislative bodies enact “the possibility of overturning the unlawful conviction on appeal or of vacating it in any other way, including clearing the victim’s criminal file.”⁵⁸² In 2010, New York was the first state to apply this aspect of the non-punishment principles to prostitution convictions.⁵⁸³

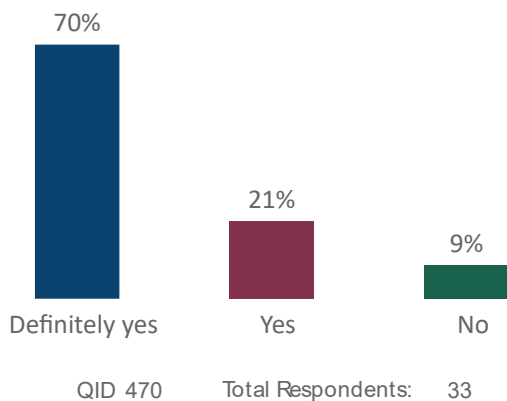
Most other states enacted similar laws, but the OHCHR also established the non-punishment principle as the right of human rights victims not to be “detained, charged or prosecuted.” The United Nations Inter-Agency Coordination Group against Trafficking in Persons (2020) has maintained that “training to support early victim identification is critical to successfully implementing the non-punishment principle and referring victims to services that are appropriate for their specific needs to support their physical, psychological and social recovery” (p. 5).⁵⁸⁴

Recommendations for Improvement

The NOST documented VSP recommendations for improving their personal and organizational work. When asked what they needed to feel more empowered, frequent responses centered on having more money and resources to do the work. Having a website that connects donors to anti-trafficking organizations was recommended by 91% of respondents (Figure 427). There are many valiant fundraising efforts among VSPs; however, a gap exists in finding philanthropists who share the same mission. Such gaps arise if there is a shortage of organization staff to research and identify funding opportunities, a lack of talent to write a strong grant application or a given funding entity has not previously funded an organization. In recent months, the Freedom Fund introduced the Funding Frontline Impact as a huge step to educate philanthropists in their grantmaking journey, which includes “big picture principles to guide frontline funding.”⁵⁸⁵ Additional entities, like Maxwell and Marie,⁵⁸⁶ work with businesses and nonprofits to help them grow, including fundraising.

Figure 427

Do you think a website should be created to connect donors with anti-trafficking nonprofits who have unmet agency/organization needs?



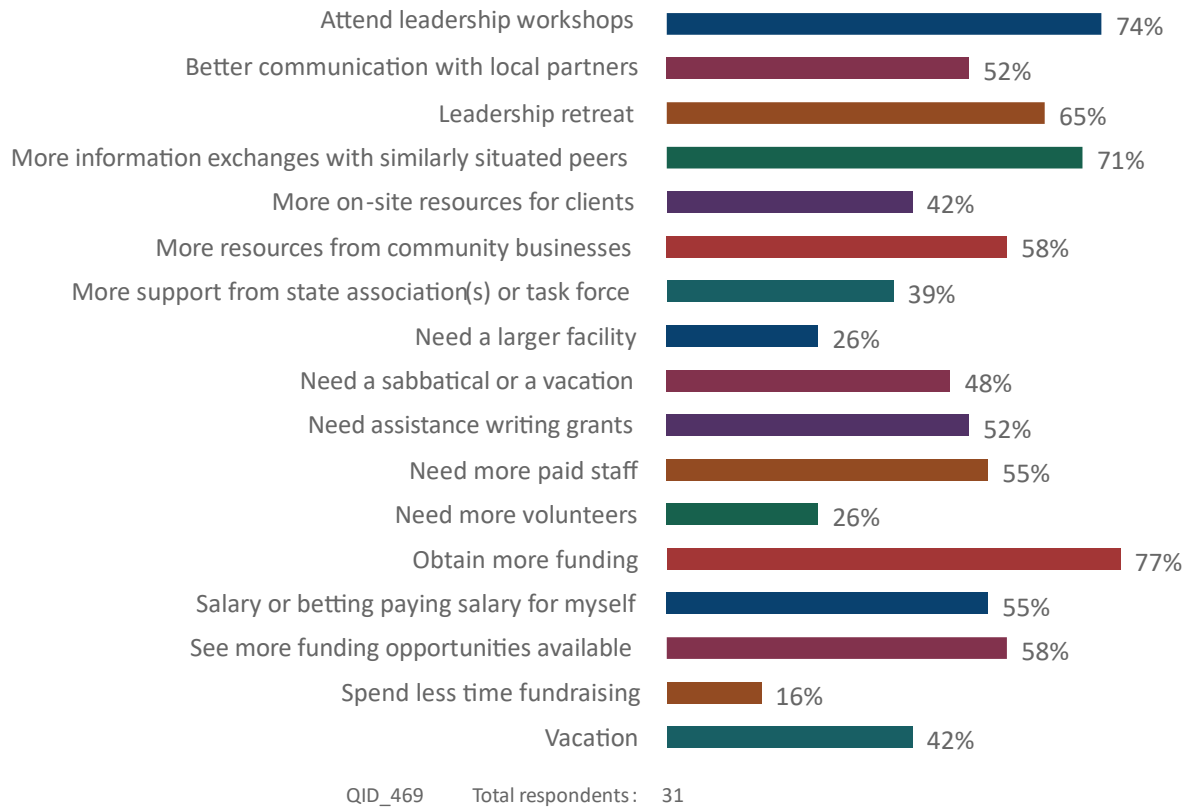
Note: Statistics include responses from participating service providers and may not represent any larger population segment.

When VSPs were asked what would empower them more as a leader, VSPs encouraged having information exchanges with peers and workshops (74%) along with leadership retreats (65%) to empower their organization work (Figure 428, pg. 471). Additional recommendations include needing more funding opportunities (58%), salary or better paying salary for themselves (55%), need for a sabbatical (48%), grant writing assistance (52%), vacation (42%), and spend less time fundraising (16%). This would also help reduce duplication of efforts and maximize the time and financial contributions toward mutually beneficial actions. Other suggested improvements include the following (Figure 429, pg. 472).



Figure 428

What do you think would help empower you more as a leader? Select all that apply.



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 429, QID_614 comments

“Less fighting for positions [at VSPs] and more serving the needs of individuals no matter where they are at. Implementing required evaluations and accountability standards for anti-trafficking organizations at the federal level (to receive certain grants they need to prove they are performing annual evaluations of their programming). Resources are directed at organizations that are actually impacting the lives of survivors for the better. Greater trauma-informed training for first response to crisis situations and anti-trafficking orgs, which can include small and large entities.”

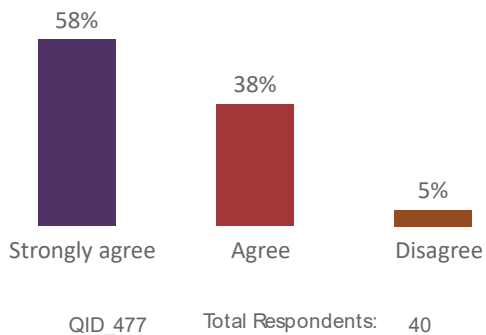
“We can't want to end trafficking but at the same time make it ok to buy sex, we need to address demand on every level and hold buyers accountable.”

“The government should grant work authorization to anyone who feels in danger of being labor-exploited or labor-trafficked.”

Several survey questions allowed VSPs to answer on a scale of agreement. They were asked if the transportation sector and VSPs should measure the success of transportation programs that provide free or discounted access to abuse victims. Among 40 who responded, there was a strong consensus around gauging the success of donated transportation programs for abuse victims: almost 58% said they strongly agreed, and another 38% agreed with doing so (Figure 430). The transportation industry has provided vouchers, air miles, and other transportation-related support. Such donations are generally made to established nonprofits in this sector; however, future studies could benefit from evaluating the success of transportation donor programs for human trafficking survivors.

Figure 430

To what extent do you agree or disagree with this statement, "The transportation sector and victim service providers should measure the success of transportation programs that provide free or discounted access to victims of abuse."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

As discussed, there have been many private discussions among VSPs and other stakeholder groups over the improvements needed in the anti-trafficking movement, including those among survivors and allies.

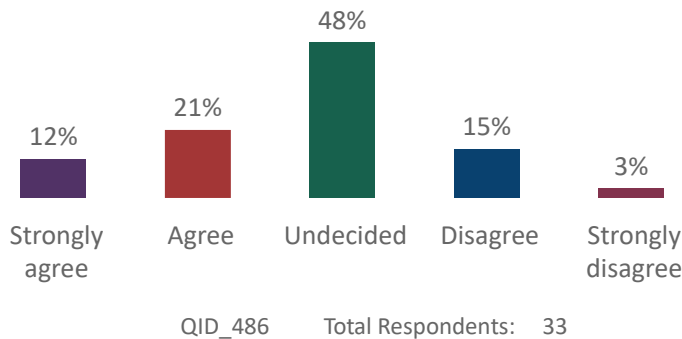
Almost half of the respondents were undecided if the anti-trafficking movement is heading in the right direction, and only 33% agreed that the anti-trafficking movement is moving in the right direction.

When looking at how survivor-led and allies responded, the percentages were close to 50% undecided among survivor-led VSPs and 47% undecided among the allies (Figure 431). Although many discussions surrounding the success of the anti-trafficking movement exist, even this small sample of VSPs reflects upon a concern among activists who say things need to change. NOST data provides additional insight throughout this chapter and in the survivor chapter, *“Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking,”* about the various challenges that could have influenced how this survey question was answered.

Service Providers were asked whether there should be greater transparency among VSPs regarding their day-to-day operations. Among 33 who answered, almost 49% strongly agreed, and 42% agreed, leaving 9% undecided. Comparing how survivor-led and ally VSPs responded, survivor-led was split at 47% each, and 50% of allies strongly agreed, and 39% agreed (Figure 432, pg. 474). There is limited data available about the direction of the anti-trafficking movement. The NOST provides insight that could be shared among a larger population of VSPs, survivor-led, and allies to prompt discussion and further research or evaluation.

Figure 431

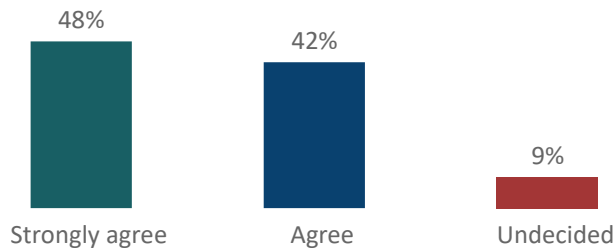
To what extent do you agree or disagree with this statement, "The anti-trafficking movement is moving in the right direction."



Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Figure 432

To what extent do you agree or disagree with this statement, "There should be greater transparency from service providers regarding their day-to-day operations."



QID_494 Total Respondents: 33

Note: Statistics include responses from participating service providers and may not represent any larger population segment.

Concluding Thoughts

The anti-trafficking community relies upon VSPs to develop and refine their programs to serve each client in a culturally sensitive and consistent manner; however, to keep improving those efforts, the unresolved challenges must be identified and discussed in an intentional and structured way so that long-lasting improvements can be made with data-driven decisions over the next decade.

Passionate and hard-working victim service providers across the U.S. and other countries work ceaselessly every day to help positively impact their clients. There is a shortage of resources available for small and large organizations, but staff members work diligently to support their mission. As noted, victim and survivor needs are prioritized at these organizations, leaving unresolved challenges rarely or infrequently discussed in public. The impact of those challenges can be felt on a professional and personal basis.

Anyone who has worked in the anti-human trafficking movement for some time knows that there are programs that provide remarkable care to survivors every day.

Both Lived Experience Experts and allies more than likely know about instances where survivors did not receive proper care, potentially creating more trauma for those survivors. Many could probably share how unresolved challenges have impacted them personally within the same group of leaders. We are in a time in history where real changes can be made to further improve the incredible work of Lived Experience Experts and allies in counter-trafficking efforts. We don't always hear about the positive interactions between survivors and allies, so we would like to conclude this chapter with encouraging words from survivors describing advocates who have worked with them. Survivors consented to share their perspectives from the United Against Slavery's 2016 Anti-Trafficking National Outreach Survey Pilot Study, which is presented below.

*Anti-Trafficking Leaders were described by
Survivors, Concerned Citizens & Advocates as*



About the Authors

Christi Wigle is the CEO and Co-Founder of United Against Slavery

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Well, this season is a double Gold Star season for me, as we like to call days when events that shape the restoration of our lives are accomplished. These are typically complicated, lengthy, multi-agency, and wide-reaching events in our lives that need to be unraveled and remedied for the quality of life to be resumed.

A judge recently awarded a complete expungement of a DUI that occurred almost a decade ago on the grounds of human trafficking, accepting evidence of this fact. This was the culmination of the work of my human trafficking advocate over eight years and would have been terminally impossible without her assistance.

My advocate worked systematically with various agencies in multiple states through the labyrinth of various DUI charges against me while I was being trafficked. Without their dedication and consistency over many years, even with all of the evidence, I would not have been able to have been heard, let alone given credence to my innocence.

This recent court hearing was the most difficult as it had been adjudicated. It was the first event, and the pattern had yet to be established. I had been made aware that the state had a Clean Slate program. I was accepted and submitted some information we had previously on the other cases, those outcomes, and additional documents requested by that office.

Having the pattern established and the other evidence approved by the judge is so satisfying. It was my experience that I could never get anyone to accept these patterns and cycles, as I was being trafficked, from any number of professionals I'd encounter. The work my advocate and public defender did with me was so validating and healing.

It will take a few months for this outcome to reverberate in my world, in my freedom. The door will soon be open for me to be able to have transportation for myself and my family. I don't even know yet what opportunities will follow. Can you imagine?!

We have so many days along the way that we celebrated the small victories and to now have this truly impossible accomplishment to celebrate gives me hope.

Someone once told me that we make the way a little bit wider as each one of us survives the journey. Sometimes we have to be the ones to brave a path so others may follow.

-- Emma

Human Trafficking Survivor providing a testimonial for the NOST (2021)

CONCLUSION

Transportation frontline workers are foundational to comprehensive counter-trafficking efforts. Survivors of labor and sex trafficking confirm the role of transportation in their recruitment, exploitation, exit, and healing journeys. As stated earlier in this report:



Transportation is really the first place where victims of human trafficking can be intercepted and possibly escape or be freed.”

Suleman Masood, Subject Matter Expert

The National Outreach Survey for Transportation (NOST) is the first step in a larger effort to identify and document comprehensive frontline data previously inaccessible in the global anti-trafficking space.

The NOST documents each survey respondent’s individual knowledge, challenges, and recommendations to improve anti-trafficking initiatives. We gain insight into the *diverse perspectives* of those in transportation, law enforcement, service providers, and survivors of labor and/or sex trafficking. Different views help us to see the impacts on our fellow collaborators in this fight and new ways to improve counter-trafficking efforts.

per-spec-tive: a particular attitude toward or way of regarding something; a point of view.

In addition to producing quality data from the transportation sector and allied stakeholders in the fight against human trafficking, the NOST provides a model for large-scale data collection to inform human trafficking programs and policy. The following is the projected value from the approach taken:

- Enable frontline experiences to be shared in a confidential and secure platform.
- Equip sectors to strengthen internal policies, awareness campaigns, and training programs.
- Disseminate comprehensive data collection from stakeholder groups to the public.
- Gain further insights into the characteristics of victims and abusers.
- Identify unresolved challenges in diverse groups by state, province, or country.
- Empower local, state, tribal, and federal agencies to make decisions with the empirical data collected.
- Engage communities with an entry point to help meet needs identified by survivors and service providers.
- Inform policymakers of service gaps, oversight needs, and new areas for expanded data collection.
- Deliver empirical data that researchers can use to expand upon their own research.
- Provide state-wide data to help non-profits seek new resources and funding opportunities.
- Engage philanthropists with additional areas of unmet needs from Victim Service Providers and those with Lived Experience.
- Identify areas of human trafficking awareness and training that need to be improved.
- Provide a framework for longitudinal studies of frontline data collection.

We are confident that pursuing quality frontline data on human trafficking can inform awareness and training programs, focus legislation, improve enforcement and preventative actions, and improve survivor resource allocation to drive more effective outcomes. Frontline data can also support anti-trafficking fundraising and appropriation efforts.

We extend our profound appreciation to the US Department of Transportation for its commitment to improving counter-trafficking efforts throughout the transportation industry. To transportation agencies and frontline workers, we appreciate every effort to identify signs of human trafficking. To law enforcement, thank you for all you do to help victims exit their abuse and gather evidence for prosecutions against perpetrators. To Victim Service Providers (survivor-led and allies) who work tirelessly to provide short- and long-term care and resources to survivors of labor and/or sex trafficking...thank you for all you do. To human trafficking survivors, Survivor Leaders, Lived Experience Experts, and Human Trafficking Experts...thank you for your leadership. May transportation resources continue to be made available to survivors in need, to further help them regain their autonomy and freedom.

We continue onward.

In Loving Memory

Kay Chernush, Artworks for Freedom

Deborah Sigmund, Innocents at Risk

NOST team members who lost a loved one

Transportation workers who lost their lives while on the job

Victims and survivors of human trafficking who lost their lives

A photograph of construction workers on a site. In the foreground, a worker in a white hard hat and safety vest is guiding a large concrete pipe. Another worker in a yellow hard hat is assisting. In the background, another worker is visible. The scene is set on a construction site with rebar and formwork.

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APPENDIX 1: USDOT COMBATING HUMAN TRAFFICKING IN TRANSPORTATION IMPACT AWARD (2020)

The U.S. Department of Transportation (USDOT) announced an annual Combating Human Trafficking in Transportation Impact Award in 2019 to incentivize increased human trafficking awareness, training, and prevention among transportation stakeholders. Entrants competed for a \$50,000 cash award to be awarded to the individual(s) or entity selected for creating innovative and shareable counter-trafficking initiative or technology.⁵⁸⁷

In 2020, former USDOT Secretary Chao selected United Against Slavery (UAS) as the first-ever award recipient. UAS proposed a national counter-trafficking survey and to make the results available to the public.

United Against Slavery was created to develop a missing tool in counter-trafficking work, comprehensive frontline data. The National Outreach Survey (NOS) collects and disseminates recurring comprehensive frontline data to identify and document unresolved challenges and successes that impact more than anti-trafficking stakeholder groups and uses that data to help combat human trafficking, to help victims and survivors of sex and labor trafficking, and to help those who work on their behalf. As stakeholders ourselves, we believe that to combat this crime effectively, we need to identify what is and is not working on the frontlines. As a movement, we know these challenges exist and discuss them in private conversations; now, with each NOS study, stakeholders can help identify what is working and offer recommendations for improvement.

UAS was proud to have been selected for the USDOT Combating Human Trafficking in Transportation Impact Award along with Truckers Against Trafficking in 2nd place and Artwork for Freedom in 3rd place. UAS acknowledges both organizations in this report for their valiant efforts to combat this crime.

“Truckers Against Trafficking (TAT) was founded on the belief that frontline transportation professionals are in a unique position to help disrupt the crime of human trafficking and support the recovery of victims. To that end, we believe it’s critical to understand the ways in which various modes of transportation are coming into contact with human trafficking and where additional training or support may be necessary in order to ensure that all transportation professionals know what to look for and how to report it effectively. TAT welcomes this first-ever National Outreach Survey for Transportation (NOST) and the important insights it will provide to help guide our understanding of transportation’s role in combating human trafficking moving forward.”

Annie Sovcik

Senior Director of Programs & Strategic Initiatives

Truckers Against Trafficking

ArtWorks for Freedom uses the transformative power of art to inspire action to end human trafficking. We work to change public perceptions, educate sectors affected by trafficking, and motivate individuals, communities, and systems to directly engage in the movement to eradicate modern-day slavery. Our approach is grassroots, but our reach is global. ArtWorks has launched anti-trafficking initiatives in cities throughout the United States, Europe, and Asia. ArtWorks for Freedom’s arts-based approach is unique in the anti-trafficking field. While we work in solidarity with organizations that focus on advocacy, training, and survivor services, we move people to take action through artworks and artistic tools that expose the truth about human trafficking and build a bridge for lasting and systemic change. Our exhibitions and resources support the efforts of our partners from sectors affected by trafficking, who share our commitment to freedom and dignity for all.

APPENDIX 2: NOST OVERVIEW

National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021) provides a multi-disciplinary review of human trafficking and the transportation sector based on United Against Slavery’s National Outreach Survey for Transportation (NOST), conducted in 2021.

The objectives of the NOST are to leverage frontline data collection and predictive analysis to inform awareness and training programs, focus legislation, improve enforcement and preventative actions, and improve survivor resource allocation to drive more effective outcomes over the next decade.

The NOST survey instrument had more than 640 questions tailored to and administered across 150 transportation sector roles by 54 organizations in the transportation sector. With global Institutional Review Board (IRB) approval, the NOST collected data from many stakeholders, resulting in 3,896 responses from transportation workers, law enforcement, social service providers, and human trafficking survivors. The NOST was not designed to collect data on the prevalence of human trafficking. Survey responses show the value of the NOST to the anti-human trafficking community. For example, in one set of questions, nearly half of 3,551 respondents had concerns about misidentifying signs of human trafficking. Within that group, about half said their concerns might prevent them from reporting such signs. This insight into hesitancy in reporting can inform anti-human trafficking programs and initiatives.

NOST work products include (1) the NOST Report, including a discussion of NOST data by subject matter experts across more than 20 topical chapters; (2) the NOST Data Dictionary, reflecting the survey instrument which framed themes and collected data through multiple choice and open-ended questions; (2) the NOST Data and Visualization Toolkit, composed of visualizations and infographics derived from NOST data as found throughout the report as well as grouped in an appendix to the NOST Report.

Quotes from human trafficking survivors provide the reader with context and are present throughout the NOST Report. Sources of these quotes include interviews conducted by the Principal Investigator and the qualitative data collected in the survey, July – November 2021. The NOST Report begins with a review of key themes, while its chapters cover issues more deeply, organized as follows:

Intersection with society and the private sector	Modal Providers	Legal Perspectives and Internal Governance	Workforce Roles and Perspectives
Including public opinion on human trafficking, as heard from the transportation industry, and the relevance of anti-human trafficking efforts in the private sector	Encompassing aviation, roadways, transit, maritime, rail, pipelines, and state departments of transportation.	Including laws, the justice system, agency processes, and data strategies.	Covering the key issues of training and the reporting of potential instances of trafficking as well as mental health factors in the delivery of transportation programs
Individuals Disproportionately Affected by Human Trafficking	Service Providers and Advocacy	Industry Insights	
Addressing data collected from survivors as well as insights from other NOST data with respect to forced labor, vulnerable populations, and indigenous communities.	Focusing on the NOST dataset collected from victim service providers and its insights.	Addressing perspectives that can enhance and provide context for collaborations.	

The NOST Report chapters reflect an initial review of select NOST data based on descriptive statistics and other basic analyses. United Against Slavery is making such data available for analysis by others to achieve further progress toward the NOST aim of supporting evidence-based approaches to anti-human trafficking initiatives.

National Outreach Survey for Transportation (2021)

NUMBERS IN ACTION



\$50,000
USDOT Award



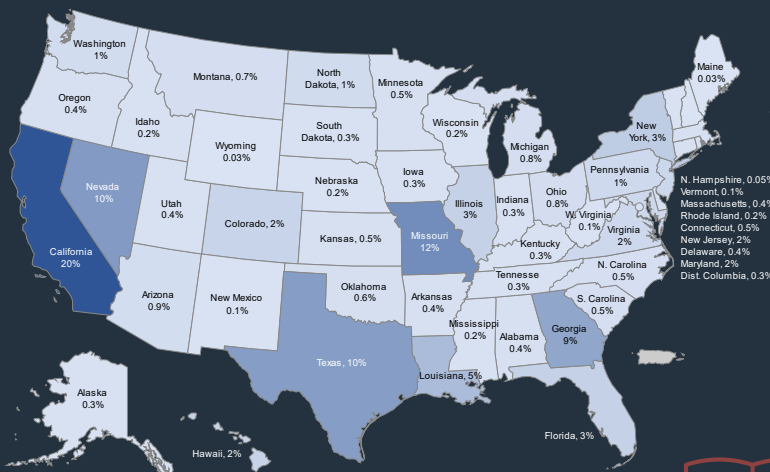
120+
Contributors



3,896
Number of survey
respondents

54
Oversight Agencies who
distributed the survey

18
Countries that
respondents represented

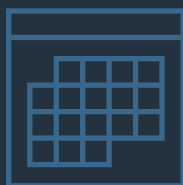


U.S. States and
Territories represented
QID_9A, n=3729

16
NOST Chapter
Authors

21
Chapters

Years Worked in Profession



QID_7, n=3106



\$72,106.77 spent on
the entire project

- Includes a donation from MMU Airport and the Maryland Transportation Institute and the Department of Civil and Environmental Engineering
- The remaining funding is from UAS.

National Outreach Survey for Transportation (2021)

APPENDIX 3: KEY TERMINOLOGY

Ally-led: An individual who leads in the anti-trafficking movement who does not identify as a survivor of human trafficking.

Bottom: In sex trafficking, the "bottom" may control other victims and might have a closer relationship with the pimp or trafficker. They may experience the same or increased level of abuse from the pimp or trafficker.

Child Sexual Abuse Material (CSAM): United States federal law defines child pornography as any visual depiction of sexually explicit conduct involving a minor (a person less than 18 years old).⁵⁸⁸ The National Center for Missing and Exploited Children encourages using CSAM terminology to reference these images of the abuse and exploitation of children.⁵⁸⁹

Field Expert: Refers to subject matter experts in fields of study and is not limited to those on the frontlines.

Forced Labor: The Trafficking Victims Protection Act of 2000 and its subsequent reauthorizations identify forced labor or labor trafficking as the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.⁵⁹⁰

Forced Labor and Labor Trafficking: The report uses the terms interchangeably.

Foreign National: A foreign national is any person who is not a national of the country where they reside.

Frontline: Workers that provide short- and long-term services and assistance to survivors of human trafficking to aid in their healing (e.g., Victim Service Providers, Healthcare), workers who assist in the arrest or prosecution of perpetrators (e.g., Law Enforcement, Judicial), and workers who may directly or indirectly interact with victims of human trafficking while working (e.g., transportation, education). This does not include an exhaustive list of frontline workers.

Human Trafficking Expert, Lived Experience Expert, or Survivor Leader: The terms are used interchangeably throughout the report. Each is capitalized as a representation of a title used by and for those who identify as a human trafficking survivor who share their knowledge and expertise with others. Additional titles that are not represented in this report may be used in the anti-trafficking field. Some use Subject Matter Expert.

Survivor-led: An individual who leads in the anti-trafficking movement and identifies as a survivor of labor and/or sex trafficking.

Survivor Informed Topic is included at the beginning of any survey question inspired by a survivor of labor and/or sex trafficking.

Survivor Informed Question is included at the beginning of any survey question primarily drafted by a survivor of labor and/or sex trafficking.

Victim Service Providers (VSP): Entities and nonprofit organizations that provide one or more services to victims of human trafficking, domestic violence, and sexual abuse. The VSP can be survivor- or ally-led. Survivor-led may be referenced as a survivor-led organization or survivor/service provider and may be used interchangeably throughout the report.

Victim and Survivor are used interchangeably within the anti-trafficking community and among those with lived experience, depending upon each individual's preference or recommendation. Both terms are used within this

report interchangeably and reflect the desired terminology used by the contributors, among both allies and Human Trafficking Experts, Lived Experience Experts, or Survivor Leaders.

Sex trafficking: The Trafficking Victims Protection Act of 2000 and its subsequent reauthorizations identify sex trafficking as the recruitment, harboring, transportation, provision, obtaining, patronizing, or soliciting of a person for the purpose of a commercial sex act in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.⁵⁹¹

We recognize that language matters and there is a growing discussion regarding many different terms utilized in anti-trafficking work, with disagreements about using some of those terms. While the NOST team has made a great effort to use generally accepted terms throughout this report, we understand that everyone may not agree upon using some terms. We believe voices need to be heard and recognize the diversity of voices in those discussions.

APPENDIX 4: GLOSSARY OF ACRONYMS

AASHTO	American Association of State Highway and Transportation Officials
ACHT	DOT Advisory Committee on Human Trafficking
ACI	Airports Council International
ACRP	Association of Clinical Research Professionals
ADDIE	Analyze, Design, Develop, Implement, and Evaluate
AFL-CIO	American Federation of Labor and Congress of Industrial Organizations
AIS	Automated Information System
APEC	Asia-Pacific Economic Cooperation
APMA	American Professional Mariners Association
ASAI/A	Assistant Secretary for Aviation and International Affairs
BEST Alliance	Businesses Ending Slavery & Trafficking
BIA	Bureau of Indian Affairs
BJS	Bureau of Justice Statistics
BOTL	Busing on the Lookout
CBP	Customs and Border Patrol, Department of DHS
CDL	Commercial Driver's License
CDLPI	Commercial Driver's License Program Implementation
CRM	Collaborative Research Model
CSAM	Child Sexual Abuse Material (defined by the United States federal law as child pornography)
CMV	Commercial motor vehicle
DVT	Date Visualization Toolkit
DHS	United States Department of Homeland Security
DOT	Department of Transportation
DTACHT	Department of Transportation Advisory Committee on Human Trafficking
ECPAT	End Child Prostitution and Trafficking
EEZ	Exclusive Economic Zones
ESG	Environment, Social, and Governance
FAA	Federal Aviation Administration
FBI	Federal Bureau of Investigation
FBO	Fixed-Base Operators
FHA	Federal Highway Administration
FMCSA	Federal Motor Carrier Safety Administration
FoC	Flag of Convenience
FOSTA	Federal Allow States and Victims to Fight Online Sex Trafficking Act
FRA	Federal Railroad Administration
GAO	United States Government Accountability Office
GNC	Gender Non-Conforming
ICAO	International Civil Aviation Organization
ICE	United States Immigration and Customs Enforcement
IIJA	Infrastructure Investment and Jobs Act
ILO	International Labour Organization (British spelling)
IMB	International Maritime Bureau
IMO	International Maritime Organisation (British spelling)
ITF	International Transport Forum
IUU	Illegal, Unreported, and Unregulated
LPR	Lawful permanent resident
LGBTQ+	Lesbian, Gay, Bisexual, Transgender, Queer
MBT	Methodology for Business Transformation
MCSAP	Motor Carrier Safety Assistance Program

MMIW	Missing & Murdered Indigenous Women
MMIWP	Missing & Murdered Indigenous Women and People
NAPCHT	U.S. National Action Plan to Combat Human Trafficking
NCHRP	National Cooperative Highway Research Program
NENA	National Emergency Number Association
NHFN	National Highway Freight Network
NHTH	National Human Trafficking Hotline
NGO	Non-Government Organization
NOST	National Outreach Survey for Transportation
OA	Oversight Agency
OLJ	Operation Lady Justice
OMCTP	Office to Monitor and Combat Trafficking in Persons
UNODC	United Nations Office on Drugs and Crime
OTP	Office on Trafficking in Persons
OVCTTAC	Office for Victims of Crime Training and Technical Assistance Center
PBC	Province of British Columbia
PHMSA	USDOT Pipeline and Hazardous Materials Safety Administration
PMI	Project Management Institute
PPL	Precision Pipeline
PSAP	Public Safety Answering Points
PSC	Pacific Salmon Commission
PTSD	Post Traumatic Stress Disorder
QID	Question identification number
RST	Responsible Sourcing Tool
SHI	Shared Hope International
TA HUB	Traffic Analysis Hub
TAT	Truckers Against Trafficking
TIP	Trafficking in Persons Office
TLAHT	Transportation Leaders Against Human Trafficking
TRB	Transportation Research Board
TVPA	Trafficking Victims Protection Act
UAS	United Against Slavery
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
UNWTO	United Nations World Tourism Organisation (British spelling)
USDOI	United States Department of the Interior
USDOL	United States Department of Labor
USDOJ	United States Department of Justice
USDOS	United States Department of State
USDOT	United States Department of Transportation
VSP	Victim Service Provider

APPENDIX 5: METHODOLOGY

Need for Interdisciplinary Research

Human trafficking centers on human behavior, by which traffickers control victims and economies. Limiting a victim's contact with others is a form of control used by traffickers; in relation to transportation, this control tactic manifests in multiple ways. Control can be obtained by eliminating forms of transportation.⁵⁹² Victims may also be moved from city to city so that traffickers can try to evade law enforcement.

Transportation workers can unknowingly be at the frontlines of human trafficking. At the same time, frontline supervisors and higher organizational administrators may have the management tools, including programming authorities, to define counter-trafficking objectives. However, a transportation worker observing a victim during travel may be limited by a lack of relevant, understandable information from their occupational viewpoint. Closing this gap poses a challenge in tailoring awareness materials and training. Although research suggests that trainees are more likely to remember training that uses facts to convey information about human trafficking⁵⁹³, content for awareness materials, training, and other tools are hampered by varying confidence in data about human trafficking.⁵⁹⁴ It has been said, "Many countries lack the capacity to conduct research or collect data on human trafficking, and there is a need for projects that build research and data-collection capacity in those countries."⁵⁹⁵

The varied interests of diverse stakeholders are added to the complexity of formulating programs to counter a hidden crime. Human trafficking and the outcomes of this crime involve many people, including traffickers, business allies, customers, victims, and individuals seeking to prevent or end illegal conduct, such as victim service providers, law enforcement, and bystanders. Therefore, studying the crime and ways to improve countermeasures requires the support of multiple interests and disciplines, and collaboration plays an important role. Transportation sector leaders, for example, have encouraged the use of diverse partnerships pursuing "collective impact" in implementing anti-human trafficking measures.⁵⁹⁶

We believed collaborations with experts and organizations would help our team identify and target the many contexts of human trafficking and its intersection with the transportation sector. Grieger notes that it can be an effective approach to research to partner with an organization that has a mission of translating knowledge and research from academic settings to groups of non-academic stakeholders at local scales.⁵⁹⁷ Within organizations or a given sector, collaborations can be facilitated when an individual develops networks in another business area or enterprise and learns new information or approaches to problems. Hansen and von Oeringer detailed how the workforce could be structured to network outside management chains and leverage knowledge from these new "horizontal" relationships to better their immediate business area.⁵⁹⁸ Brown et al recommend the concept of interdisciplinary research, describing how they intentionally managed their large, multi-institute team to mediate passivity or dominance by any particular discipline or expert, resulting in productive interactions and robust work across the research team.⁵⁹⁹

Such approaches are relevant to survey design and distribution, especially here, where the research team relies on various types of managers in different organizations to secure participation from respondents in many job positions within diverse parts of the transportation sector. UAS sought an intentional approach to balancing a research team reflecting many disciplines and coordinating a network of organizations to inform and distribute the survey. We understood that the transportation sector was familiar with cooperative and collaborative research, especially e.g., transit, highways, and airports.⁶⁰⁰ Despite potential complexities, a research model based on collaboration across disciplines and organizations appeared to provide the most value. A survey instrument designed, developed, and delivered through an integrated, interdisciplinary research collaboration would optimize team members' knowledge, training, and skillsets.

Research Objectives

The National Outreach Survey for Transportation (NOST) has these objectives: to inform awareness and training programs, focus legislation, improve enforcement and preventative actions, and improve survivor resource allocation to drive more effective outcomes. The NOST was designed to produce data that is comprehensive and comparable across different frontline groups to help bridge the information gaps in the study of human trafficking, for federal, state, local, and private industry stakeholders.

Executing a study with the size of the NOST called for coordination and collaboration among subject matter experts in many organizations in an organized and systematic manner. To address the enormous scale of the transportation sector's intersection with human trafficking, we optimized the engagement of stakeholders to leverage their diverse areas of knowledge. The NOST used a research team from various disciplines to design the survey instrument and collect data on the workforce's views of human trafficking, organizational and staff experience, and ways to improve anti-human trafficking efforts within the transportation sector. The NOST's collaborations also extended beyond the research team to the transportation sector, with our many industry partners leveraging their institutional knowledge and goodwill to distribute the NOST instrument to their workforces or memberships.

Due to the project's complexity and level of detail to complete, this expanded methodology section includes standard research practices and a more detailed review of the NOST design and team development to ensure transparency in our processes, including many of the templates and forms used in our approach.

Mixed Methods Approach

To ensure diversity of ideas and interrogate the currency of information, the NOST utilized a mixed methods approach to developing survey content and outputs, e.g., this report and its data visualization toolkit. We employed qualitative and quantitative methods, utilizing primarily a web-based survey and limited paper survey distribution. The survey collected quantitative responses via Likert scales, binary yes/no answers, and many survey questions were non-cumulative, allowing multiple answers to be selected. To develop a common knowledge base for the survey questionnaire, work included iterative literature reviews (including academic and grey literature), semi-structured interviews in different phases of this project, and team-based knowledge creation and transfer. Text-based sources included more than 150 articles, reports, blogs, and others. The NOST would target many topics and populations across transportation, law enforcement, service providers, and survivors of labor and/or sex trafficking, primarily in the U.S. but also in other countries.

Ethics

Trauma-Informed, Victim- & Survivor-Centered

The cultural sensitivity of topics raised by the NOST were likely to center on labor and sex trafficking as it intersects with transportation but were also likely to impact populations differently. We relied upon the leadership of our Survivor Leader Advisory Council (SLAC) with Survivor Leaders and Lived Experience Experts. Our Advisory Council transcended across different races, religions, genders/identities, nationalities, disabilities, and Indigenous populations. After the mutual interest of potential SLAC members was confirmed, UAS sent a web-based form that included informed consent with project details, responsibilities, payment information, media release, and agreements. It was essential that each leader knew that their privacy was protected, including the option to distinguish if and how their names could be used in the NOST media outreach.

These experts worked as part of the NOST team to provide survey participants with a more trauma-informed and survivor-centered experience; this approach was not only for the benefit of human trafficking survivors but also to improve our word selection and survey development for other participating groups. Each SLAC member provided an initial interview with the Senior Research Team (SRT) via phone, webinar, or email as needed. The leaders provided insight into how transportation may be used during recruitment, exploitation, exit or escape, and healing journeys. Victims and survivors of human trafficking would be among the respondents to the

Survivor portion of the survey. They also would be potential respondents to other survey portions (even if they do not self-identify). Potential stakeholders would review the published study outputs, including the report and data visualization toolkit. As a result, research management choices, e.g., selecting survey topics and questionnaire language, prioritized reviewing the impact on these populations. Follow-up correspondence with the SLAC group and individuals continued throughout the project. At times, the SRT contacted different members to inquire about culturally sensitive recommendations regarding the design of the NOST or imagery depicting human trafficking.

Global Institutional Review Board (IRB)

Approval ensuring that survey respondents' privacy was protected was of utmost importance. SRT staff were certified by a National Institutes of Health course on human subject studies and obtained global IRB approval for the study on May 29, 2021, from IRB Solutions, LLC, USA. The team developed informed consent forms for collecting data consistent with best practices and applicable laws, rules, and regulations of the countries where the survey instrument was intended for distribution: the USA, Nigeria, the Netherlands, Canada, and Brazil. The original NOST questionnaire was drafted in American English, and UAS hired native speakers to render Dutch, French-Canadian, and Brazilian Portuguese translations. The IRB approval specified key elements of survey controls: the protocol for anonymization of survey responses, a data steward to remove Personal Identifiable Information (PII) before analysis, permission for OAs to review final survey questions (ahead of their survey distribution to the appropriate Subsets within their purview), and permission for OAs to exclude certain questions from the surveys they would distribute to their workforce or membership. The protocol also specified that survey questionnaires were to be distributed by OAs using hyperlinks to the OA-tailored web-based survey instrument and would be voluntary to complete, including informed consent, privacy and confidentiality, and anonymity. Several OAs anticipated their workforce's need for a paper survey, so the use of paper surveys was included in the IRB approval. Any modifications to the survey after IRB approval required IRB amendments to be filed and approved.

Survivor Compensation In developing the NOST team, each Lived Experience Expert was paid the same hourly rate as senior researchers, including but limited to survivors who were formally a part of the NOST team and additional research contributors who identified as labor and/or sex trafficking survivors. Survivors were a distinct "Subset" survey differentiated from Subsets within the transportation, law enforcement, or victim service provider communities. Survivors who completed the survey were provided with an honorarium. By selecting a payment option from Amazon, VISA, or VENMO, they provided their email or VENMO account handle to receive a \$25 Visa Gift Card. Several international survivors selected "Other" as a payment option and provided the best method to receive payment. Payments were sent within 72 hours of completing the survey, with most payments being made within 48 hours. UAS did not materially compensate other Subsets.

Sampling Method

Critical aspects of the subject matter influenced the approach to survey sampling. Human trafficking is a complex crime to research. Additionally, as it relates to transportation, the crime is wide-ranging and ever-shifting, with its actors moving across jurisdictions as they traverse the transportation system. There could be no guiding sampling frame - in other words, "no representation of the size of the group being studied or the conditions which define the group."⁶⁰¹ Given the varied respondent pool, there was a risk that "different sources use different definitions of trafficking, which make it difficult to compare data across sources."⁶⁰² Within this perspective, we employed a convenience and snowball sample. We could not quantify the extent of any sampling error or bias for the entire population, assuming they responded similarly. The sample of respondents was non-random and self-selected because not all potential respondents had an equal opportunity to participate. Where possible, we drafted questions with content that provided some common context and other information to orient the respondent without injecting undue bias.

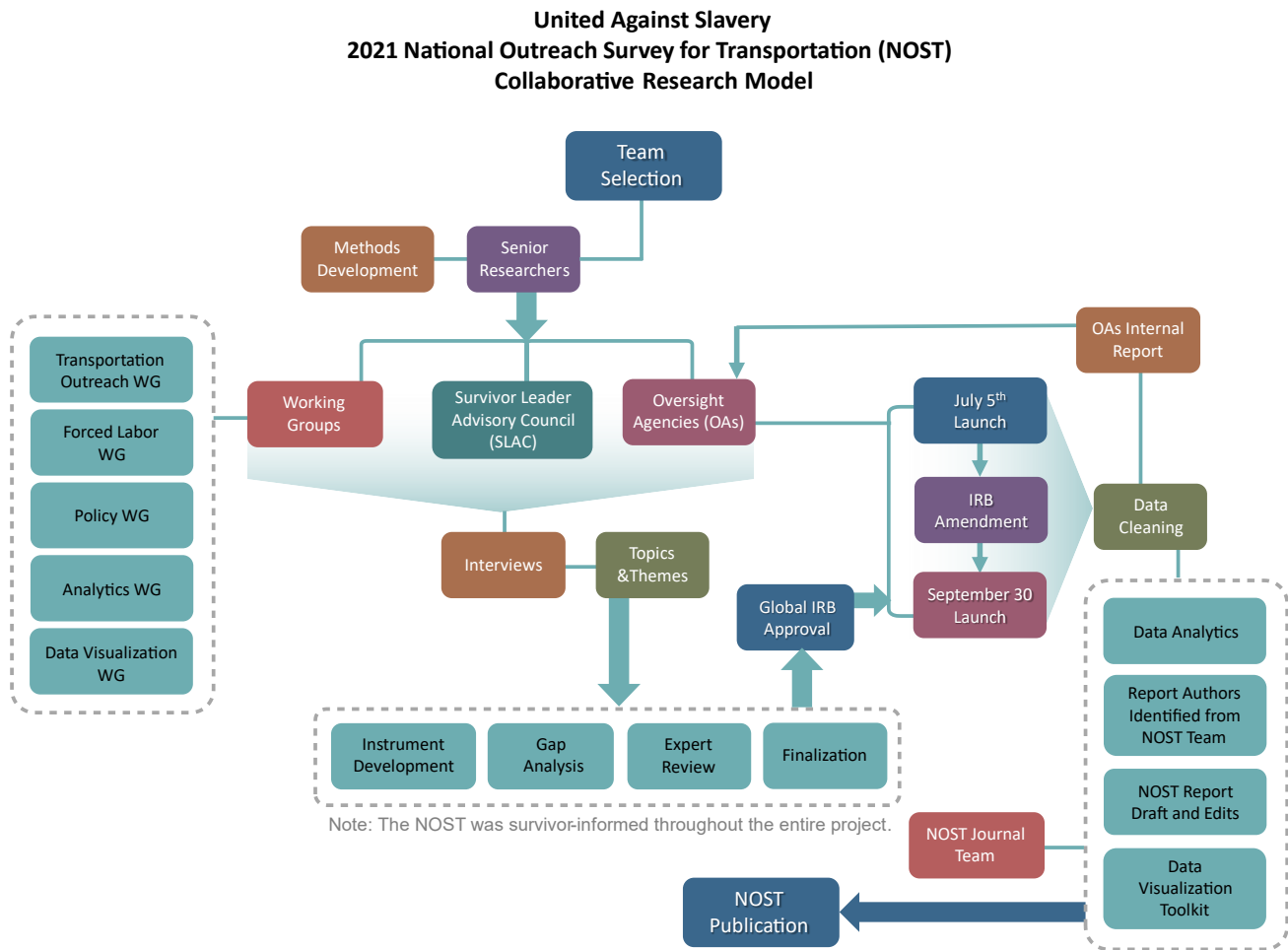
Collaborative Research Model

Overview UAS conceived a Collaborative Research Model (CRM), depicted in (Figure 433).⁶⁰³ The model's distinctive features include its comprehensive data collection system among different stakeholders on a large scale. The CRM helped to organize and conduct research management across multiple disciplines for interdisciplinary outputs.

NOST Research Team and Survey Distribution Teams

The CRM built upon standard research practices and expanded the capacity for completing the project to include more than 120 subject matter experts in diverse fields of expertise (Acknowledgements, pg. 3). These experts were selected to comprise the CRM-derived team on the basis that they 1) diversified the expertise across themes and topics, 2) reduced bias and unintentional bias due to the diversity of backgrounds, skills, and beliefs of each individual, or 3) strengthened the outcomes of the research project by eliciting more survey respondents, their views, and voices.

Figure 433

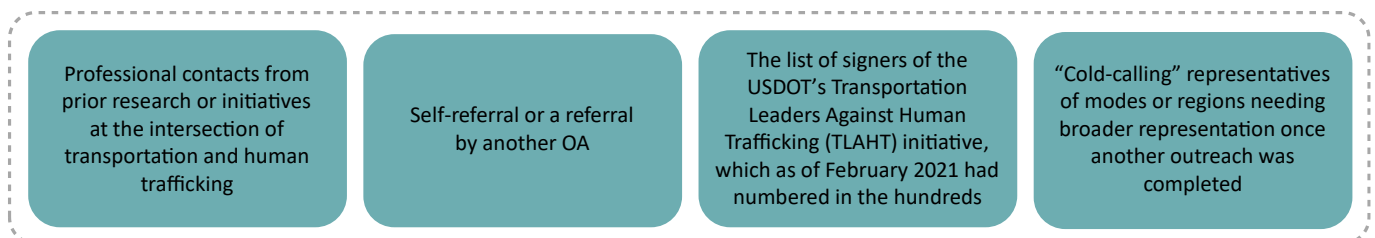


Key CRM stakeholder roles and their main functions are listed below.

- *Senior Researchers, or Senior Research Team (SRT)*: Principal Investigator, Co-Principal Investigator, and Senior Advisors, including data managers responsible for survey platform configuration, data quality, data migration and preservation, and data visualization.
- *Survivor Leader Advisory Council (SLAC)*: Lived experience experts from the anti-trafficking community.
- *Oversight Agencies (OAs)*: Organizations committing to distributing the questionnaire.
- *Working Groups*: Addressed key topics (Transportation Outreach, Forced Labor, Policy), data presentation planning (Data Visualization), and synthesis and analysis for questionnaire development (Analytics Group).
- *Interviewees*: Contacted for semi-structured interviews on emerging topics.
- *Expert Reviewers*: Human Trafficking, Lived Experience, and Legal experts supplying a structured, detailed review of the draft final questionnaire.
- *IRB (Institutional Review Board)*: Validated questionnaire and data management plan.
- *Report Authors*: Team members and other subject matter experts, excluding OAs.
- *NOST Journal Team*: Team members developing a strategic approach to publishing NOST data.

The NOST primarily focused data collection efforts within the types of agencies that signed the USDOT Transportation Leaders Against Human Trafficking (TLAHT) pledge, hence seeking participation from multiple modes of transportation and nonprofit organizations, both ally- and survivor-led. The SRT (Senior Research Team) conducted extensive outreach to identify potential transportation entities and victim service providers to collaborate and distribute the NOST. Since the NOST was a first-of-its-kind study, UAS's existing relationships with the transportation sector were limited in scope, so building trust with small and large agencies that were not already working with UAS hindered progress in expanding this first NOST distribution team.

To ensure the accessibility of survey questions and to support a strong response across multiple modes of transportation, UAS recruited external organizations to assist in distributing the questionnaire. These external organizations, each a distinct partner and termed an "Oversight Agency" or OA, could become partners in the questionnaire distribution and were identified in multiple ways:



Although individuals could participate in the NOST, to be eligible to sign up as an OA, the transportation agency or victim service provider required senior approval as an entity before being onboarded as an OA.

UAS researched multiple lists or publicly available databases, totaling 13,335 contacts, including one paid database of 2,818 managers across multiple modes of transportation. UAS commenced an awareness campaign on a professional social media site to encourage participation. The primary development of this distribution list occurred from late 2020 until early summer 2021. Duplicates were removed, and additional research commenced to add point of contact (POC) information, including email addresses. Initial observations confirmed that unless there was an established relationship with the contacts working with UAS or one of its collaborators, response rates from this combined contact list were largely ineffective. A snowball sampling of referrals proved to be the most successful method to build this roster. Initial interviews were conducted with a POC at the transportation agencies who expressed the need for this type of study and had expressed interest in

participating. Still, due to time constraints in obtaining participation approval before the NOST launch, multiple national (and global) transportation agencies requested that they be contacted for a NOST 2.0.

At no time did UAS request access to an agency's listserv; therefore, once UAS had onboarded OAs to the NOST, the SRT relied on its OA partners to distribute the survey to the relevant populations of interest, including employees, contractors, or association members. Regarding target populations outside the transportation sector, the UAS network was used to secure distribution channels to survivors and organizations that provide services to victims and survivors of human trafficking.

Unanticipated Outcomes of Oversight Agency Engagement The SRT had multiple conversations with the OA points of contact. In one initial interview, the POC relayed concerns to the SRT about potential signs of human trafficking on their transportation route. Upon further discussing those concerns and obtaining non-identifiable details, the SRT connected the POC to law enforcement for further review. Another incident occurred during the NOST design and development phases. The SRT received a phone call from a Flight Attendant (FA) who had just perceived signs of human trafficking at an airport that day (which unknowingly was a NOST OA). Recommendations were provided to the Flight Attendant to contact a hotline, report their suspicions, and contact law enforcement. The SRT provided a courtesy call to the OA to inform them of the call, even though the suspicions had occurred earlier in the day. This event and related interactions did not change methods but enriched the collaboration.

NOST Oversight Agency Collaboration The process for collaborating with OAs was strategic to ensure the NOST's comprehensive interdisciplinary research was beneficial for each group. After the OA identified initial interest, they received an Information Sheet about UAS and the NOST. Early on, OAs signed a Memo of Understanding to participate. However, as more OAs responded to outreach, UAS changed the process after discussing with the OA point of contact. UAS provided a statement of participation via email and requested OAs to reply with their intent to participate. By the time of the launch, 71 OAs from three countries (United States, Brazil, and The Netherlands) had collaborated with UAS and agreed to distribute the survey.

Once onboarded, the SRT interviewed each POC to identify themes and topics of interest in their existing or desired counter-trafficking efforts. The POC identified transportation or related workforce positions (known as "Subsets" in the NOST) related to the work environment, position duties, and potential scenarios for encountering a victim of human trafficking or a human trafficker. There were 171 Subsets identified within the United States (Appendix 5(B)), covering 54 in Brazil and 2 in The Netherlands. These positions were requested by or identified for each OA. Custom survey questions would be developed for each Subset (or combined with others where there were obvious linkages). Subsets would help characterize, in subsequent data analysis, the profile of the respondent pool, which was expected to be large. Given the number of OAs in similar or different sectors, the SRT allowed the POCs to identify the specific titles for their Subsets, even if similar names were used at a different OA. The SRT wanted to remove barriers to survey participation and relatability to each group by using familiar terms of workforce titles. In addition, each survey would include a list of customized Subsets for each OA that, when selected, would populate related survey questions to that Subset. This increased the likelihood that the respondent was asked survey questions more tailored to their job position.

Questionnaire Content, Format, Validation, and Distribution

Selection of Subject Matter Experts to develop the questionnaire content. The NOST study called for eliciting responses from transportation workers, law enforcement, service providers, and labor and/or sex trafficking survivors. UAS assembled a unique team of subject matter experts with in-depth knowledge of and expertise in these populations. This allowed survey questions to address the nuances of the situations and target experiences in which these populations were likely to encounter signs of human trafficking. In addition, because UAS sought to administer the NOST primarily through a web-based mode of data collection and intended to analyze the resulting survey data using modern database systems and specialized statistical survey software, it was

necessary to onboard experienced statistics and technology experts to the research team. The process for selecting all subject matter experts is detailed below.

The selection of team members was driven by the SRT, drawing on their expertise and past work in human trafficking. It also was informed by previous UAS work on human trafficking. UAS resources included its unpublished pilot study, the 2016 Anti-Trafficking National Outreach Survey. For example, from its work with the 2016 pilot study, SRT members understood that the NOST instrument should contain several questions for labor/sex trafficking survivors, so this required the onboarding of appropriate survey and trafficking experts along with psychologists who understood the challenges of developing high-quality questions on sensitive topics that were likely to bring about respondent reflections on past traumatic experiences. The subsection, *Trauma-Informed, Victim- & Survivor-Centered*, addresses the NOST’s handling of this concern.

The SRT identified the primary fields of expertise to recruit from for survey design purposes, including Human Trafficking, Transportation, Law, Public Health, Law Enforcement, Data Science, Statistics, Survey Methodology, Research Methods, Security, Safety, Disadvantaged Communities, Cultural Competency, Equity and Civil Rights, and Lived Experience. Through evidence-based, UAS-led outreach, individuals suiting the primary fields of expertise were identified. For example, to receive insights from Lived Experience Experts, the SRT researched the types of vulnerable communities that may be relevant and formed the NOST Survivor Leader Advisory Council. Other subject matter experts would contribute ad hoc or more formally, e.g., as part of a Working Group (sometimes, “WG”).

Each potential team member in a field was interviewed and screened for credibility, trust, and ability to commit to working as a team member on the NOST. All team members onboarded were initially piloted in their roles on the NOST team. Once fully onboarded and established in their respective roles, they were asked to participate in one or more Working Groups focusing on specific tasks or challenges related to the study and consisting of subject matter experts with relevant backgrounds, knowledge, and competencies. The Working Groups covered (1) Transportation Outreach, (2) Forced Labor, (3) Policy, (4) Analytics, and (5) Data Visualization. Working Groups included a Chair and Co-Chair to lead efforts, except for the Analytics and Data Visualization WGs, which were led by a Chair (Table 59).

Table 59

Working Group Name	Purpose	Number of Members
Transportation Outreach	Identify additional referrals for participation	10
Forced Labor	Evaluate areas to address forced labor in data collection and in the final report	11
Policy	Discuss how policy impacts frontline workers, consider state and/or federal laws	7
Analytics	Evaluate methods and analysis for the NOST	14
Data Visualization	Discuss parameters for NOST data visualization and storytelling; evaluate existing software best to yield high-resolution visuals	4

Identification and assessment of topics and themes The major themes and topics of the NOST survey derive from a few main sources: (1) the Working Groups formed from the pool of subject matter experts; (2) the analysis of

semi-structured interviews with external experts and stakeholders; and (3) other resources developed by UAS, including the NOST SLAC. Early in the study, it was determined that the focus would be on sex trafficking and labor trafficking only, as distinct from other forms of human trafficking, and within these parameters, topics and themes would be identified.

Within the Working Groups, members reviewed sources of information relevant to the NOST research objectives, such as the existing repository of survey questions in the UAS NOS database and other published and unpublished data from research on transportation, human trafficking, and other relevant subject areas. Each Working Group discussed topics and themes related to the remit reflected in the Working Group title, identified relevant areas for the Working Group in the literature where data is lacking and where the NOST could provide additional insights, and then debated the inclusion or exclusion of specific themes and topics. Another process through which themes for survey questions were defined was, as noted, a thematic analysis of the semi-structured interviews with experts and other stakeholders. The initial pool of themes and topics was reviewed iteratively to help form a consensus on the most appropriate themes and topics for inclusion in the NOST survey instrument.

Development of questions, their formats, and sequence in the questionnaire The Analytics Working Group synthesized, analyzed, and expanded on Working Group outputs, using a method adapted from Irwin,⁶⁰⁴ and began developing question types and formats. Some content received from other Working Groups covered topics and themes in concept, while some Analytics Working Group members developed survey questions based on their expertise and professional judgment.

Given that most of the target transportation sector respondents were not central players in anti-trafficking efforts, given that there was significant diversity in the personal perspectives and objectives among team members, and due to a shortened timeframe for one-on-one reviews with team members, there was a thorough and strategic assessment of all items received from Analytics Working Group members. The purpose of each set of content or draft questions was identified to assess its alignment with research goals, as seen earlier in this section, under *Research Objectives*. This exercise can be considered a form of bracketing utilized to reveal bias; through this exercise, the apparent purposes of each item were identified and categorized by theme, listed below.

<p>Census</p> <p>Sought a count, or census, of likely trafficking incidents. Prevalence data was not a NOST objective, nor was the NOST designed to provide a sufficient sample. Evaluation of the draft questions on this basis would avoid confusion.</p>	<p>Discovery</p> <p>Sought data or information available elsewhere.</p>	<p>Prompt/Educate</p> <p>Could be interpreted as designed, in part, to display knowledge or educate the respondent, in lieu of a simpler approach to eliciting data.</p>	<p>Gauge Awareness</p> <p>Probed for an indicator of trafficking awareness, where such an indicator may be inappropriate, incomplete, or unrealistic. This type of question is similar to "Prompt/Educate" but focused on the respondent's awareness.</p>
<p>Qualify views and behavior</p> <p>Sought data to reveal sentiments or bias but in a manner that also could affect the interpretation of results, especially if the question's language was unclear.</p>	<p>Gauge Maturity</p> <p>Sought the use of an indicator(s) of human trafficking program maturity, where that indicator may be inappropriate, incomplete, or unrealistic.</p>	<p>Check the value of a tool or policy</p> <p>Queries that probed for an indication of using a specific tool, policy, etc., where that indicator may be inappropriate, incomplete, or unrealistic.</p>	

Each item from the Analytics Working Group was reviewed, assessed, and synthesized alongside others to determine the draft questions and concepts needing revision or deletion. The apparent purposes of the proposed query were recorded by theme, using the taxonomy above. In this way, the type of revision to each question, if any, would be clear, so there was a basis for the ultimate disposition of the draft question. Revisions addressed grammar, semantics, bias, technical/professional expertise, or values to align to NOST objectives. This

review clarified intent, word choice, and semantical issues to remove bias, normalize terms, and harmonize themes.

In addition to content received via the team’s Analytics Working Group, a narrower set of questions was produced from other sources. For example, a few OAs in different transportation modes also assisted in survey development, providing a limited number of questions tailored to their organization. After reviewing Working Group outputs thoroughly, it was possible to tap UAS resources and networks to refine or expand on questions. Previously conducted UAS research studies supplied some questions, for example. Some questions concerning law enforcement, service providers, aviation, and labor and/or sex trafficking survivors (that also were consistent with the topics and themes developed by the NOST Working Groups) were pulled from the UAS 2016 Pilot Study, and a UAS 2018 National Outreach Survey for Flight Attendants; such questions were reviewed and updated for use. Ideas were also provided by SLAC members and other Lived Experience Experts who had provided an interview for the NOST. Later, any survey questions derived from those interviews would be denoted expressly as a “Survivor Informed Topic” or “Survivor Inspired Question” in the questionnaire distributed to respondents. Finally, a handful of additional survey questions relating to service providers were identified in a review of a large federal survey, and approval was secured for their use from managers of the US Department of Justice, Bureau of Justice Statistics National Census of Victim Service Providers.

All draft questions from all sources were collected, reviewed, edited, and categorized, each falling under one of the NOST’s major themes or topics. This list of survey questions was collated further into a final survey thematic list called Survey Category Blocks (Table 60). Questions were refined or developed using professional judgment, assessing them against technical themes and the bracketing issues above. A comprehensive list was then used to create an initial ordering of the questions. This list also aided in developing survey “skip patterns” to help skip over sections of the instrument that contained question themes irrelevant to, e.g., any of the three targeted survey participant groups or Subsets within OAs. A more detailed description of the questionnaire’s structure is provided in the subsection below entitled, General Description of the Survey Instrument.

Table 60

Awareness	Extraction/Escape	Needs Assessment	Qualifier	Tools/Skills
Challenges	Foundation	Organization	Recommend	Training
Closing	General Opinion	Pandemic	Recruitment	
Data	Governance	Personal Impact	Relocation	
Demographic	Healing Journey	Prevalence	Reporting	
Exploitation	Knowledge	Profile	Task Force	
<i>NOST Survey Category Blocks</i>				

Gap Analysis and Expert Review Before finalizing the instrument, UAS and members of its team of subject matter experts and appropriate stakeholders conducted a final “gap analysis.” This review ensured that all themes and topics were evenly and appropriately covered and that questions covered relevant topics based on current literature.

A separate team of external experts, which included some with Lived Experience in human trafficking, were asked to conduct a detailed, structured review. Some experts received compensation for doing so, including those with Lived Experience. The six experts in this group were provided with a complete draft of the questionnaire with scoring instructions derived from Ikart.⁶⁰⁵ They scored individual questions for appropriateness in length, clarity, ease of comprehension, potential biases, and other common survey issues. This scored review also included a question that asked the external expert reviewers to identify those questions

that may be more sensitive and potentially “trigger trauma” from respondents who may also be trafficking survivors. Questions that were so flagged were edited as needed to be culturally sensitive and survivor- and trauma-informed. After collating all scorecards from the external expert reviewers, the assessments were reviewed and tabulated. The final set of questions, as revised based on comments from the expert review, was identified for inclusion in the survey instrument proposed for IRB approval.

General Description of the Survey Instrument The survey included four groups of questions: (1) baseline questions were asked of every respondent; (2) industry-specific questions sought responses from transportation workers across many Subsets of workforce positions in the sector; (3) victim service provider questions were asked of nonprofit leaders whose organizations provide services to survivors of human trafficking; and (4) survivor-specific questions were asked of individuals who identified as a labor and/or sex trafficking survivor.

In addition, the survey required respondents to complete three “screener questions” that asked for their legal consent to participate, verified their status as an adult (age was 18+), and confirmed that they had only completed a single questionnaire for this NOST study. The final survey instrument was programmed into the Qualtrics web-based survey platform⁶⁰⁶ and consisted of 634 questions across 171 Subsets. Survey questions that may be posed to respondents in The Netherlands, Brazil, and Canada were programmed in the translated languages. Given the diversity among the many respondent types reflected in the different Subsets, complex questionnaire logic and branching⁶⁰⁷ were implemented so that questions irrelevant to specific Subsets were not displayed. As a result, respondents in each Subset were only asked to complete a fraction of the 634 total questions.

Paper surveys with instructional skip patterns were made available as requested by certain OAs. The paper surveys would satisfy three groups of frontline airport employees with limited web access so they could complete the questionnaire. However, the paper surveys lacked the extensive logic only available on the online version and did not include the full range of custom questions that appeared in the online version.

Given the large number of questions, Subsets, and OAs, the questionnaire was assessed pre-launch for the respondent’s timely ability to complete it and reduce survey fatigue. Notably, after the survey closed, analyses of the surveys administered via the web (most responses) indicated that the average completion time among all groups of respondents that completed the web version was 20 minutes (Table 61). The time duration was not monitored for those who completed a paper survey. It is uncertain if respondents completed the survey in one sitting or if they left their electronic devices on and completed it over a span of time.

Table 61

Respondent Group	Average Length of Time to Complete the Web Version of the NOST
Transportation Workers	19 minutes, including 45%, with an average completion time of 10 minutes
Victim Service Providers	23 minutes
Human Trafficking Survivors	22 minutes

Distribution of the Survey Instrument Because of logistical issues or because of challenges related to the global COVID-19 pandemic, 54 of the 71 OAs released the NOST to the target respondents within their purviews. Before the launch, the OAs were provided with sample marketing messages that could be used to educate their team about taking the NOST survey. Each of the participating 54 OAs distributed a unique, “custom” web hyperlink tailored for their employees, contractors, or association members. UAS instructed all OAs to distribute customized links through their respective internal email systems to prevent potential disclosure of Personally Identifiable Information (PII).

Given that the transportation sector was beginning its return to normal operations during the summer travel season in mid-2021, and because we aggregated data by Subsets in the data visualizations provided in this report, it may be useful to understand the broad timeframes in which the Subsets took the survey. Subsets within the purview of a given OA completed the surveys in one of two waves, largely depending on when the OA was initially onboarded into the study. Subsets of the first 46 OAs onboarded completed the survey starting on July 5, 2021, and ending on September 3, 2021. Subsets of the second group (of eight OAs) completed the survey between November 1 and November 30, 2021. OAs participating in the second launch sought only a 30-day time frame for completing the survey.

As noted, OAs administered the survey by distributing the custom URL linked to the survey to the population (of Subsets) that they identified to participate within their agency. The questionnaire’s content stated that survey respondents had the right to decline participation. Those who chose to participate could refuse/skip any question they were presented with, except for three “screener questions” described earlier in this section.

Transportation Respondents were asked a question regarding their position (e.g., Flight Attendant, port worker, security guard, etc.) (QID_5); thereafter, based on the skip logic configured into the survey platform, only questions (including the custom questions), most relevant to the selected position were displayed. Respondents who failed to provide their position were asked only the baseline survey questions and were not presented with position-specific questions or any other questions.

QID_5 Please select from the following list the professional title that best describes your job. If you work multiple jobs, please select the job most applicable for completing this survey. If you were unsure of the transportation sector that best fits your job position, we will populate all Subsets for you to choose the best option.

Title (1) _____

Victim Service Providers were asked a qualifying survey question to distinguish whether they were qualified to answer questions about different aspects of an organization (QID_572). Based upon this non-cumulative response, subsequent survey questions were populated with an option to select all that apply. Each section of questions was identified before beginning, and they could answer or skip that section (Ex. QID_604).

QID_572 Please confirm if you are qualified to answer survey questions about the following topics regarding the agency/organization. **Select all that apply.**

- Client demographics (1)
- Financial/grants (2)
- Needs assessment (3)
- Operations (4)
- Reporting (5)
- Training (6)
- Transportation use (7)
- None of the above (8)

QID_604 The following section includes questions about financials and grants. (Length of section: up to 3-5 minutes) **Would you like to answer the questions in this section?**

- Yes (1)
- No (2)

Human Trafficking Survivors were reached through existing listservs, and those participating in the NOST were asked if they were a labor and/or sex trafficking survivor (QID_11). For those who also indicated they were a victim service provider, they were asked a follow-up question to confirm the type of survey questions they desired to answer (QID_15). Survivors were also asked if transportation was used during their recruitment, exploitation, or exit/escape (QID_21). Based upon that response, logic was utilized to populate subsequent questions regarding those time frames; however, if a survivor did not select “yes” to one of those options, questions were not made available to answer. As discussed in further detail in the introductory section of this report titled, “Lived Experience and Survivor Expert Informed,” multiple resources and grounding techniques were provided throughout the survivor portion of the NOST survey in case the survivor needed support while taking the survey.

QID_11 Do you identify as a human trafficking survivor? **Select all that apply.**

	Yes (1)	No (2)
Labor trafficking (1)	<input type="radio"/>	<input type="radio"/>
Sex trafficking (2)	<input type="radio"/>	<input type="radio"/>
Other form of human trafficking - Write In (3)	<input type="radio"/>	<input type="radio"/>

QID_15 You identified as a human trafficking survivor. Please confirm if you would like to answer survey questions as a service provider and/or as a human trafficking survivor.

- Human trafficking survivor questions only (1)
- Service provider questions only (2)
- Both service provider and human trafficking survivor questions (3)

QID_21 Was transportation used to move you around during any of the following times? **Select all that apply.**

	Yes (1)	No (2)	Unsure (3)
Recruitment (1)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Exploitation (2)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Extraction/Escape (3)	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Data Management, Cleaning, and Analysis

When the survey closed, the data steward on the SRT downloaded data from the Qualtrics survey platform and prepared the survey data for analysis. Upon download of the data file, there were n=4,894 surveys. During data cleaning, several categories of records were removed: records corresponding to respondents who did not complete the “screeener questions” (n=754), those who took less than 5 minutes to complete the survey (n=141),

or those who indicated completing additional surveys after an initial completion (i.e., duplicated surveys, $n=103$). All duplicated surveys were isolated by identifying respondents who reported completing more than a single survey and by identifying duplicate responses across multiple surveys. In the case of those respondents who indicated completing more than one survey, the survey that indicated a duplication was removed. The remaining dataset contained $n=3,896$ surveys for subsequent analyses.

Number of Initial Surveys		n=4,894
Cleaning and Removal		Number of Respondents
Did not complete three screener questions	754	
Completed the survey in less than five minutes	141	
Answered that they completed more than one survey	103	
Subtotal	998	(998)
Remaining Surveys for Analyses		n=3,896

Among the 634 survey questions, the cleaning process revealed that 69 questions included no data collected, leaving 565 survey questions that included data responses. Participating respondents were asked survey questions relating to their Subset and had the option to answer or skip most survey questions, so there was no definitive conclusion for the absence of data for the 69 survey questions.

Analyses were completed with R Statistical Analysis Software and Microsoft Excel. Most analyses are categorical and consist of simple frequency analyses or contingency table analyses. The percentages, respondent counts, and respondent types are included in each data visualization later presented in the report and the toolkit. Respondents could refuse to answer most questions in the survey, so the analyses in this report’s data visualizations are displayed with the total number of respondents answering each survey question. Because no lists or figures of the population of interest totals are available, no sampling errors can be computed reliably; therefore, no standard errors are displayed alongside survey results. With respect to report preparation, chapter authors who had no training in R software only received a descriptive statistics report that included the data relating to their chapter content. Also available to the chapter authors was the Data Dictionary, which showed some of the logic and flow of the 565 questions covering topics and themes of potential interest. Versions of the entire report were reviewed by technical writers, professional editors, and a lived experience expert. Chapter authors received a final version of their chapter to review and edit before publication.

Outcomes

The NOST secured nearly 3,900 responses reflecting data from a cross-section of the community potentially exposed to the diverse activity relating to sex and labor trafficking, including transportation workers, law enforcement, service providers, and human trafficking survivors. In 2022, UAS provided each participating OA with an Internal Report with data visuals of the data collected through their custom survey link; no one else was provided with their Internal Report. The OA Internal Reports enabled the OA to reflect upon the local knowledge, challenges, and recommendations from their workforce before the NOST report with generalized data was released publicly. Having this data early created opportunities for tailoring future awareness and training programs to their workforce and also shed light on respondent concerns about the misidentification of trafficking signs and corresponding policies. In this report and its appendixes, UAS presents an initial analysis of a portion of the NOST data, covering more than 340 questions in the NOST questionnaire. Report authors worked from their professional judgment and NOST data visualizations to draft chapters that discuss the data’s significance to key topics in anti-trafficking. Of the 21 chapters, more than a third focus on specific transportation organization types: Aviation, Roadway Modes, Transit, Maritime, Rail, Pipelines, and State DOTs. The other technical chapters discuss cross-cutting issues common to anti-human trafficking efforts and relevant to the transportation sector. Appendixes include the Data Dictionary covering the 565 questions with data collected

across the 171 Subsets of workforce positions within the 54 OAs that distributed the questionnaire. NOST data with PII removed are available via a link to the UAS website in the Appendixes.

Scaling Future Studies

The NOST is the first step in a larger effort – the broader National Outreach Survey (NOS) - to survey the frontline in six main stakeholder groups (transportation, healthcare, justice, law enforcement, service providers, and human trafficking survivors). With more than 20 industries exposed to human trafficking, there is space to expand beyond those six groups. However, focusing on the main six is a primary goal to maximize efficiency when repeating the study every three years to help measure benchmarks, challenges, and improvement recommendations. In addition to producing quality data from the transportation sector and allied stakeholders in the fight against human trafficking, the NOST study provides a model for large-scale data collection to inform human trafficking programs and policy. The following is the projected value from the approach outlined in this section:

- Enabling frontline experiences to be shared in a confidential and secure platform.
- New data to help sectors strengthen internal policies, awareness campaigns, and training programs.
- Comprehensive data collection from stakeholder groups made available to the public.
- Insights into the characteristics of victims and abusers.
- Identification of unresolved challenges in diverse groups by state, province, and country.
- Empowering local, state, tribal, and federal agencies to make decisions with the empirical data collected.
- An entry point for engaging communities to help meet needs identified by survivors and service providers.
- Informing policymakers of service gaps, oversight needs, and new areas for expanded data collection.
- Empirical data which researchers can use to expand upon their own research.
- State-wide data to help non-profits seek new resources and funding opportunities.
- Identification of areas of human trafficking awareness and training that need to be improved.
- A framework for longitudinal studies.

Data Limitations

The NOST study team developed and implemented a complex survey, and as such, there are important limitations.

Sampling Bias It is a limitation that this study is not exhaustive for all possible persons in the target populations. Certain population segments may be excluded because the populations of interest are impossible to enumerate. Therefore, the results may not be generalizable to the entire target population. Because complete, validated population data is unavailable, we cannot reliably attempt to qualify the extent of any sampling biases.

The results displayed in this report are only, at *most*, generalizable at the national level to those populations in the countries we targeted for survey distribution. Participation was increased among snowball referrals, leaving a majority of potential OAs unreached. Countries outside of the target countries (USA, Nigeria, the Netherlands, Canada, and Brazil) may experience trafficking entirely differently than the countries for which the NOST was designed; the results of this study should not be interpreted to describe the intersection of transportation and human trafficking worldwide. **Among 3,896 respondents, 96% were in the United States**, so if an equal number of respondents were reached in the other target countries, the data may represent different findings by country.

Another limitation relates to the inability to reach a sample of the survivors of labor and/or sex trafficking that is large enough to represent their diverse experiences, challenges, and recommendations for improvement from

those groups. The SRT, survivor-led networks, nonprofits working with survivors, and lived experience experts helped reach a larger population of survivors than is reflected in the final number of respondents in this population (n=212). A distinct limitation in seeking both labor and sex trafficking survivors is that the anti-trafficking community has identified more sex trafficking survivors due to ongoing programs targeted to that group (including awareness-raising, education, and outreach opportunities). Labor trafficking survivors are still not fully represented across survivor and nonprofit groups.

That said, it is noteworthy that, in addition to survivors who were exclusively exploited in labor trafficking, some sex trafficking survivors self-identify as labor trafficking survivors, who may define their exploitation as being forced to conduct sex work. Although there are disagreements as to how adult prostitution and sex work are defined, a future follow-up survey question would be to ask a survivor if they consider sex trafficking as a form of labor trafficking and if their response was indicative of that definition. Limitations in reaching the representative proportions of labor and sex trafficking survivors and in reaching proportionally representative sizes among black, indigenous, persons of color (BIPOC), and lesbian, gay, bisexual, transgender, and queer (LGBTQ+) populations could have altered the profile of the data collected and affect generalizations to broader survivor populations.

As discussed, the NOST utilized convenience and snowball sampling, so a limitation existed in predicting the language translations needed to ensure the participation of workers who spoke another language. Efforts were made for native speakers to translate the NOST into Dutch, French-Canadian, and Brazilian Portuguese. We recognize that frontline workers across multiple modes of transportation and among human trafficking survivors may not have been able to participate due to a lack of translations. With that same focus, the NOST reached diverse populations; however, the survey did not meet the requirements of the American with Disabilities Act, possibly decreasing participation opportunities for those with various disabilities.⁶⁰⁸ Future efforts and funding capacities must seek to meet ADA compliance when administering an online or paper survey.

Targeted Populations Another limitation of this study is possible selection bias. OAs agreeing to participate in this study may have varied reasons for participating in human trafficking research, e.g., they may tend to encounter trafficking more often, in diverse ways, or in unique ways. OAs may have a counter-trafficking program in place, or the entity may be a signatory of the U.S. Department of Transportation's Transportation Leaders Against Human Trafficking pledge and wish to have its workforce speak to implementation underway. As a result, our research may have captured different segments of the target population, which may respond systemically differently than if our survey had included all possible transportation agency modes and service providers rather than those self-selecting into our research. Also, the survey was conducted in 2021, at a certain point in time, relative to the calendar date and the maturity of counter-trafficking measures within the transportation sector that year.

Equal Participation Access Generally, within the transportation industry, most survey respondents who participated were frontline workers, in addition to administration and management. Individuals may have had unequal access to participation because certain Subsets might have greater or lesser access to the Internet. For example, those with less internet access may have responded differently to this survey than their more frequently connected counterparts. While some OAs requested and were provided paper surveys, individual survey participants might not have been aware of their ability to obtain and complete a "paper-and-pencil" survey. Further, respondents who cannot read or write in any of the NOST languages provided were likely isolated from the survey response process. Some OAs requested paper surveys in English, Spanish, and Mandarin Chinese, and these respondents may experience exposure to signs of human trafficking entirely differently from those in other work positions who speak other foreign languages. More generally, and as noted elsewhere, paper survey respondents were asked fewer questions since the platform's skip logic was not completely available in the paper survey. In addition, possible non-response biases may arise from the OA Subset roles. For example, some transportation industry respondents may be too busy with their official work duties to respond to the NOST. The absence of responses from them may have altered the distribution of data in NOST results.

While all attempts were made to mitigate instrument and question biases (e.g., using bracketing and external expert review processes), some biases may remain latent and undetected in the NOST questionnaire.

Concluding Thoughts

The NOST is the first-ever comprehensive data collection study among frontline transportation workers, with accompanying viewpoints from law enforcement, victim service providers, and survivors of labor and/or sex trafficking. The data may help fill the gap as a missing tool to strengthen counter-trafficking work. Although some limitations exist, the data collected highlights the knowledge, recommendations, and voices of 3,896 individuals, with 82% of 3,632 survey respondents agreeing that the questions asked on the NOST were relevant to combating human trafficking. More work must be done to refine and strengthen the methods of a NOST study. Still, we are thankful for the remarkable positive feedback already received from transportation entities, victim service providers, Survivor Leaders and Lived Experience Experts.

APPENDIX 5(A): FORMS - SURVIVOR LEADER ADVISORY COUNCIL, NOST INVITATION & PRIVACY, AND EXPERT REVIEW

Survivor Leader Advisory Council



Survivor Leader Advisory Council Agreement

National Outreach Survey for Transportation

This is an invitation-only request to join the NOS for Transportation Survivor Leader Advisory Council. Although we appreciate the work of Survivor Leaders, only form submissions from invited Survivor Leaders will be confirmed for this position. We appreciate your understanding.

Do you identify as a human trafficking survivor?

UAS is the proud recipient of the first-ever USDOT Combating Human Trafficking in Transportation Impact Award, where we will launch a National Outreach Survey for Transportation. We will include survey questions across the transportation industry and will also include a survivor survey that discusses how transportation was used in their exploitation and in their healing journeys.

United Against Slavery is committed to being survivor and trauma informed throughout our development. It is imperative that we have a Survivor Leader Advisory Council for our research studies and as an organization, that transcend all forms of human trafficking and among vulnerable populations.

As with all of our collaborations, we try to limit the amount of time that is required to participate while maximizing the output of each contribution.

We are delighted to invite you to participate in our NOS for Transportation Survivor Leader Advisory Council. We value your input, recommendations, critique, and support as we navigate this historic transportation study. We hope our comprehensive frontline data will help sex and labor trafficking survivors and those who work on their behalf.

Responsibilities

Here are a list of responsibilities for the role in this short-term Advisory Council:

- 1-2 hour Interview with the CEO of United Against Slavery and Principal Investigator of the NOS for Transportation
- To discuss how transportation was used 1) during your exploitation, 2) during your healing journey, and 3) how it has been used during any professional needs.

- During the interview, we would identify different modes of transportation that was used for each of those areas or the impact of the lack of transportation available.
- Identify specific survey questions that you want asked to survey participants with any mode of transportation. We would identify those questions as a "Survivor Question" on the survey.
- We would discuss how to reach survivors of underserved populations to participate on the survivor survey in this transportation study.

Additional Participation

We may have periodic advisory questions that are sent via email or telephone regarding our work on this transportation study.

Contributions in early 2021

The Survivor Leader Advisory Council would collaborate to present recommendations for the transportation industry. This would be included in our final report to present to the USDOT Transportation Secretary, Congressional Members, and to the public-at-large.

You would will have an opportunity to write a 1-page brief in the final transportation report with our NOS data. This is optional but welcomed for sure.

No travel nor expenses should be required to serve in this position. Please let UAS staff know if you do not have access to a telephone or computer access to participate in this position.

Payment Information

We anticipate your involvement being less than 10 hours. To serve on this Survivor Leader Advisory Council, each leader will receive a \$500 stipend, with \$250 being paid once the Agreement has been signed and the other \$250 in 3 months. Should there be an opportunity to increase the stipend amount, the Principal Investigator will make you aware of that increase; however, this is not a guarantee.

This position will be recognized as an Independent Contractor. IRS only requires a W-9 and 1099 to be completed for payments that surpass \$600 a year. The total payment will be \$500 so UAS can provide a 1099 per your request. As an Independent Contractor, you will be responsible to report any earnings to the IRS and will be responsible for any taxes owed on this amount. More information can be found at the IRS [website](#). Please let us know if you have any questions regarding your payment.

Do you want a 1099 provided to you for this payment?

Please select your preferred payment method.

Media Release

Please confirm the following areas that UAS is pre-authorized to reference your participation in this study. This includes the possibility of referencing your name, professional title, Bio, and professional headshot, in addition to your position on this Survivor Leader Advisory Council.

Please check each box that you provide pre-authorization.

UAS Website

- Press Release
- Social Media
- Study Reports
- General Correspondence
- Pre-Authorization is granted for all areas needed
- No pre-authorization is granted, please contact me for each area

Agreement

Please check the boxes of each statement that you agree to.*

- I agree that I will advise the National Outreach Survey for Transportation to the best of my ability and will present any recommendations to the Senior Research Team.
- I agree to conduct myself with professionalism and in a collaborative manner on this Council. I understand this is a short-term Advisory position for the purposes of the National Outreach Survey for Transportation, under the USDOT Combating Human Trafficking in Transportation Impact Award.
- This Agreement will be in effect from the date of being signed until the National Outreach Survey for Transportation data has been released in a final report and to the public-at-large. At any time, UAS or the Survivor Leader can end the Agreement for reasons that either party may deem necessary.
- I agree that no payments have been promised to me outside of this Agreement for delivery of any services or support and that I have only been offered a payment to participate in this Survivor Leader Advisory Council as part of this Agreement.
- I understand that United Against Slavery is a research and data collection organization, that is focused on frontline anti-trafficking stakeholder groups and that all of our efforts are survivor-focused for sex and labor trafficking survivors, and for those who work on their behalf.
- I agree to the Non-discrimination and Anti-Bullying Policy: United Against Slavery prohibits discrimination and harassment because of race, color, national or ethnic origin, age, religion, disability, sex, sexual orientation, veteran status or military obligations, marital status, or any other characteristic protected under applicable federal or state law. UAS is committed to creating an atmosphere that promotes diversity and collaboration among our colleagues, even if there are difference of opinions. UAS does not condone harassment, intimidation, or bullying through written, verbal, or cyber communications.

Signature

I certify by my signature, that I understand the foregoing expectations that accompany my position and will do my best to live up to them as I serve on the Survivor Leader Advisory Council.*

First Name

Last Name

Date*

 Date

Email*

example@example.com

Address

Street Address

Street Address Line 2

City

State / Province

Postal / Zip Code

Phone Number

Questions regarding this Agreement can be directed to the Principal Investigator for the National Outreach Survey for Transportation, under the USDOT Combating Human Trafficking in Transportation Impact Award. Contact details are below. Contact Details Removed

Submit



2021 National Outreach Survey for Transportation Under the USDOT Combating Human Trafficking in Transportation Impact Award

Please complete this form to receive information about getting involved.
Completing this form is for information purposes only and is not a formal solicitation.
For more information about our transportation study, please visit our website.

Please identify the area you would like more information. *

- 01) Distribute the Global Survey (Oversight Agency)
- 02) Submit Topics/Survey Questions
- 03) Contribute Expertise
- 04) Take the Survey (transportation industry, trafficking survivor, service provider to victims of all crimes)
- 05) Sponsor

What best describes your role regarding your interest to participate? *

- Human Trafficking Survivor
- Researcher
- Service Provider
- Transportation Company
- Transportation Association or Union
- USDOT Employee/Agency

The unique methods for distributing the National Outreach Survey for Transportation rely upon the participation of Transportation entities that agree to distribute a custom NOS survey link to their employees or members. UAS identifies those entities as an Oversight Agencies (OA's). Once approval has been confirmed by your entity, there is minimal time commitment to participate as an OA. If your request includes the need for custom survey questions for several Subsets of employees/members, a short interview with a point of contact may be required to identify information for each group.

Which mode of transportation do you work in? Check all that apply. *

- Aviation
- Maritime
- Pipelines
- Railroads
- Roadway
- Transit

How many employees/members will have access to take this survey? This includes both in the United States and in other countries, if applicable. There is no maximum limit. * Please list the countries from which employees/members will access the survey.

Which native language(s) represent your employees/members? List all that apply.

The National Outreach Survey for Transportation will include custom survey questions that will be asked across the transportation industry and will also include standardized questions asked to transportation survey respondents. The USDOT has outlined the modes of transportation to include: Aviation, Maritime, Pipelines, Railroads, Roadway, and Transit. You can submit recommendations based on any mode of transportation.

We encourage the submission of proposed topics and survey questions to be asked on this survey instrument. Let us know what data would help inform positive changes in counter-trafficking measures in the transportation industry. Entries will be considered but are not guaranteed to be included in the study. The deadline to submit topics and/or survey questions is November 1.

Enter your topics and/or survey questions here for the National Outreach Survey for Transportation.

The National Outreach Survey for Transportation is an expansive and innovative comprehensive frontline survey across the transportation industry. We believe that no one has all of the answers and that we are stronger when we work together.

We have unique opportunities to collaborate for the purposes of 1) survey and instrument design, 2) data analytics, and 3) authoring a segment of the final report based on the data collected.

There are limited opportunities for these positions. The Contributor selection process will continue on an as-needed basis; however, selections will occur on a first-come, first-serve basis, so early confirmation is encouraged. Selected candidates will be fully recognized as a Contributor for this study.

United Against Slavery and the NOS for Transportation team has designated benefits for approved Contributors. Some benefits include but are not limited to:

1. Collaborating with other experts and contributing your expertise in this historic transportation study to seek a positive impact for survivors of sex and labor trafficking and those who work on their behalf
2. Receiving a special Letter of Participation from United Against Slavery
3. Being recognized as a Contributor in the final report
4. Having early access to NOS data, and
5. Publishing on NOS data at a pre-determined date

We encourage requests from entities that will engage Masters or PhD students on this work. Limited spaces are available for student participation. Students will be acknowledged as a Contributor for this study. How do you identify?

- College or University
- Researcher
- Transportation Expert
- University Transportation Institute

What area would you like to be considered for? More than one option can be selected.

- Author for Final Report
- Working Group(s)

Which Working Group(s) would you like to join? More than one option can be selected.

- Analytics Working Group
- Data Visualization Working Group
- Labor Trafficking Working Group
- Policy Working Group
- Transportation Outreach Working Group

Why are you a good candidate for the Analytics Working Group?

What role are you seeking in the Analytics Working Group?

- Chair/Co-Chair
- Member
- Either

Why are you a good candidate for the Data Visualization Working Group?

What role are you seeking in the Data Visualization Working Group?

- Chair/Co-Chair
- Member
- Either

Why are you a good candidate for the Labor Trafficking Working Group?

What role are you seeking in the Labor Trafficking Working Group?

- Chair/Co-Chair
- Member
- Either

Why are you a good candidate for the Policy Working Group?

What role are you seeking in the Policy Working Group?

- Co-Chair
- Member
- Either

Why are you a good candidate for the Transportation Working Group?

What role are you seeking in the Transportation Working Group?

- Chair/Co-Chair
- Member
- Either

Please enter your LinkedIn profile address (if applicable).

Suppose you are in the transportation industry, a survivor of sex and/or labor trafficking, or a direct victim service provider (of victims of any crime). In that case, we will email you once the National Outreach Survey for Transportation is launched on July 5, 2021.

How do you identify? Check all that apply.

- Labor Trafficking Survivor
- Sex Trafficking Survivor

Which mode of transportation do you work in?

- Aviation
- Maritime
- Pipelines
- Railroads
- Roadway
- Transit

Please enter the following information, and we will send you an email with more information. We have a specific unmet need on behalf of human trafficking survivors participating in the National Outreach Survey for Transportation. We appreciate your consideration to become a sponsor.

How do you identify? *

- Business
- Philanthropist
- Private Donor

What donor range are you interested in? *

What country do you primarily live in? *

Company/Organization Name (if applicable)

Title (if applicable)

Website Address (if applicable)

Name *

Email *

Phone Number

What is your time zone?

Submit

Expert Review



Review
Access Date:

This Sheet has been
created for

Review
Complete
Date:

You are being asked
to provide an expert
review on the 2021
NOST with survey
questions found in
each of the
following
Worksheet Groups:

Baseline, Industry,
Service Provider,
and Survivor.

Welcome and thank you for providing an expert review for the 2021 National Outreach Survey for Transportation.

INSTRUCTIONS: This document has been created for each Expert Reviewer to allow unique feedback to be provided for each survey question and for ease of use. We will utilize the Qualtrics survey platform to launch the 2021 NOST on XXXXX, but this document is being used to provide your Expert Review. By accessing these Worksheets, you agree to maintain confidentiality and provide your review to the best of your ability.

In this document, there are six (6) Worksheets. Four (4) Worksheets require an expert review: Baseline, Industry, Service Provider, and Survivor. The Worksheet names are in green for those survey questions for which we are asking you to provide your review. We ask that you focus your efforts on the Worksheet Groups pre-selected for you; however, upon completing those, you are invited to provide feedback on the remaining Worksheets, if time allows. The Worksheets are formatted to print out if desired.

The entire survey instrument is provided for you to view in one of the Worksheets below; however, please only make edits in the "EDIT" Worksheets, which have the survey questions categorized by Subset. Note that the survey questions are not listed in the order in which they will be presented in the final survey instrument; however, they are in numeric order for this review. These instructions ("START HERE") comprise the sixth Worksheet, which continues below in Lists A and B, introducing survey topics and an optional coding system for comments.

Each column on the EDIT worksheets is defined as follows: (This has been modified for different worksheets)

- Column A: Original survey question number (QID#)
- Column C: Survey question
- Column D: Survey answer(s)
- Column E: Country(ies) targeted for each survey question
- Column G: Question format
- Column H: Logic or branching #
- Column J: Subsets (can be interchangeable with Stakeholder Group)
- Columns N-Q: Please enter your review(s) here**

Of Note: The Service Provider and Survivor Worksheets will be populated during the weekend of XXXXX. Please check back.

Deadline: On or before XXXXX

Please email XXXXX to confirm you have completed your expert review.

List A – Topic areas covered in the survey – Transportation Industry Segment

OVERVIEW: The survey objectives are to (1) inform awareness and training; (2) Focus legislation; (3) Improve enforcement and preventative measures; and (4) Improve survivor resource allocation. There are baseline questions that will be asked to everyone and then custom questions that will be asked to one or more Subset groups.

Topics: The following are the primary topics in the survey. The research team also tracks subtopics.

Awareness	Enterprise	Partnering	Supply chain
Bad practices	Experience	Patrons	Systemic Corruption
Beliefs	Identification	Policy	Technology
Best practices	Implementation	Protocol	Tools
Bystander Intervention	Knowledge	Recommendations	Training
Challenges	Law Enforcement	Recruitment	Victim Support
Circuits	NOST Feedback	Regulation	Worker Impact
Data sharing	Observation	Reporting, including hesitancy	
Employer	Organizational Buy-in	Security	

List B – Survey item/question problem codes

OPTIONAL: The table below provides a list of common problems seen in surveys. You may use this as a convenience to record the problems you see with a given question. One or more may apply to a given question, and some questions may have no problems or may have a problem not reflected in this list. If you do not want to use the codes in your feedback, we have provided enough space for you to type in your comments.

PROBLEM TYPE	CODE
Question content	
Vague/unclear question	1
Complex topic	2
Topic carried over from earlier question unsuccessfully	3
Undefined/vague term	4
Question structure	
Transition needed	5
Unclear instructions for responding	6
Question too long	7
Complex/awkward syntax	8

Erroneous assumption	9
Multiple questions in one	10
Retrieval from respondent's memory	
Shortage of memory cues	11
High level of detail required	12
Information is unavailable	13
Long recall or reference period required to reply	14
Time period referenced	
Time period carried over from earlier question	15
Undefined time period	16
Unanchored/rolling period	17
Judgment and Evaluation	
Complex estimation	18
Potentially sensitive	19
Bias	20
Terminology for response	
Undefined term	21
Vague terms	22
Response Units	
Responses use wrong units	23
Responses use mismatching units	24
Unclear to respondent what the response options are	25
Multi-dimensional response set is too difficult or not successful	26
Response structure	27
Overlapping response categories	28
Missing response categories	29
Overall impact	
Relevance to proposed respondent/Subset not clear	30
Reads as repetitive when compared to another question(s)	31
May potentially trigger trauma	32
Other	33

ENTER FEEDBACK INTO THIS SECTION			
Is the question aligned to the topic area(s)?	Helps measurement?	Clarity of writing	What is the problem?
Enter Yes or No			

	1 = Do not include 2 = May be useful 3 = Should be included 4 = Needs to be included	0 = Not clear 1 = Somewhat 2 = Very clear	m? Enter a problem code(s) in List B (e.g., "7" for too long), and/or provide a written comment
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APPENDIX 5(B): TABLES – SUBSETS IN THE UNITED STATES, SUBSETS IN OTHER COUNTRIES, AND OVERSIGHT AGENCIES

Subsets in the United States

National Outreach Survey for Transportation (2021) List of Subsets (Workforce Positions) in the United States			
Academic (Professional)	DMV (Vehicle Registration Staff)	Law Enforcement (U.S. State, Territorial)	Port Terminal (Cruise, Container)
Academic (Student)	DOT (Construction)	Maintenance	Port Worker
Admin	DOT (Gov. Affairs, Policy)	Maritime (Captain, Senior Officer)	Procurement
Airfield Operation Specialist	DOT (Legislative Affairs)	Maritime (Coastal, Tug, Towboat)	Public Safety
Airline (Loadmaster)	DOT (MGMT, Operations Center Staff)	Maritime (Commercial Fishing)	Public Transit Provider (Large-Urban)
Airline Gate Agent	DOT (Port of Entry)	Maritime (Harbor, Coastal Ferry)	Public Transit Provider (Medium Urban)
Airline Staff	DOT (Research Coordinator)	Maritime (Jobber)	Public Transit Provider (Paratransit)
Airport (Construction)	DOT (Rest Area Staff)	Maritime (Loadmaster)	Public Transit Provider (Rural)
Airport (EMS Worker)	DOT (Revenue/Fare Policy Staff)	Maritime (Longshoreman, Stevedore)	Public Transit Provider (Small Urban)
Airport (Fire Department)	DOT (Weigh Station Staff)	Maritime (Ocean Transit Container-Tank Ship)	Public Transit Provider (Specialized/Non-ER Medical)
Airport (Operations)	DOT (Welcome Center Staff)	Maritime (Professional Mariner)	Public Transit Provider (Tribal)
Airport (Security Coordinator)	Driver/Operator (Other)	Maritime (Sea)	Rail Personnel
Airport (Security Operator)	Educator	Maritime (Ship Chandler)	Representative (Call Center, Customer Service, Sales)
Airport (Senior Staff)	Electrician	Maritime (Shoreside Staff, Management)	Safety/Training
Airport Operations	Emergency MGMT Coordinator	Maritime (Supplier)	Security Guard/Officer
Airport Staff	Equipment Operator	Maritime (Waterway)	Service Provider
Association (Safety Organization, Trucking)	Excursion (Sight Seeing)	Maritime (Yacht, Pleasure, Marina)	State/Tribal Delegate
Audit	Executive (Director)	Marketing/Communication	Station Concierge
Board Advisory Support	Executive (Gov. Relations, External Relations)	Mechanic	Supervisor (Bus, Rail, Station)
Board of Directors	Executive (MGMT)	MGMT (Middle to Upper)	Surveillance Technician
Both Service Provider and Survivor	Executive (Safety)	MGMT (Mobility, Paratransit)	Survivor
Bus (Interline Dept. Admin)	External Partner (Industry)	MGMT (Port Ramp Supervisor)	Tech Company
Bus Detailer	External Provider (Insurance, Manufacturer, Sales, Supplier, Other)	MGMT (Safety, Professional)	Technician
Bus Driver (Airport)	Finance	MGMT (Terminal)	Technology/IT Staff

Bus Driver (Casino Shuttle)	Fixed Based Operator (FBO)	Motor Vehicle Inspector	Tenant Airport (Car Rental, Restaurant Worker)
Bus Driver (InnerCity)	Flight Attendant (Cabin Crew)	Multimodal Planning Staff	Tenant Airport (Concessionaire)
Bus Driver (InterCity)	General Counsel	Onsite Hotel Staff	Tenant of Contractor
Bus Driver (Paratransit, Specialized/Non-ER Medical)	Ground Handler	Operations (Transit)	Tenant Port (Shop Worker)
Bus Driver (School Bus)	Ground Transportation	Organization	Ticketing Agent
Bus Driver (Tour, Charter)	Human Resources	Other	Toll Operator
Bus Driver (Transit, Commuter Line)	Infrastructure (Includes Maintenance)	Other Product/Service	Training Instructor
C-Store (Employee)	Innovation	Pilot	Truck Company Professional
C-Store (Manager)	International Affairs	Pipeline	Truck Dealer/Owner
C-Store (Owner)	Law Enforcement (Airport)	Pipeline Inspector	Truck Driver (Freight)
C-Store (Owner/Operator)	Law Enforcement (Canadian Provincial, Territorial)	Planning	Truck Driver (Professional)
Civil Rights Staff	Law Enforcement (DOT)	Port (Engineer, Logistics)	Truck Driver (Student)
Community Partner (Includes Service Provider)	Law Enforcement (Fare Enforcement)	Port (Inspector)	Truck School (Educator)
Company (Owner, Owner/Operator)	Law Enforcement (Highway Patrol)	Port (Intermodal Equipment Operator)	Truck School (Student)
Consultant	Law Enforcement (Local, State, Federal in U.S., Canada, Mexico)	Port (Maintenance Technician)	(Subset) OA-Name Specific 1 (removed from this list)
Custodian (Janitor)	Law Enforcement (Metro Security)	Port (Mechanic, Equipment, Bridge Maintenance Journeyman)	(Subset) OA-Name Specific 2 (removed from this list)
Dept. of Aviation	Law Enforcement (Transit, Port Authority)	Port (On-Dock Rail)	(Subset) OA-Name Specific 3 (removed from this list)
Dispatcher	Law Enforcement (Tribal)	Port (Operator)	
DMV (Examiner)	Law Enforcement (U.S. Customs Border Patrol)	Port (Supplier)	

Subsets in Other Countries

National Outreach Survey for Transportation (2021) List of Subsets (Workforce Positions) in Other Countries			
Brazil			The Netherlands
Academic (Professional) - (Acadêmico Profissional)	Infrastructure (Includes Maintenance) - (Infraestrutura inclui Manutenção)	Supervisor (Bus, Rail, Station) - (Supervisor - Autocarro, Caminho-De-Ferro, Estação)	Service Provider - (Dienstverlener Voor Slachtoffers)
Academic (Student) - (Acadêmico Estudante)	Law Enforcement (Airport) - (Polícia - Aeroporto)	Surveillance Technician - (Técnico de Vigilância)	Survivor - (Slachtoffer Overlevende)
Admin - (Administracao)	Law Enforcement (Highway Patrol) - (Polícia - Polícia Rodoviária)	Survivor - (Vítima Sobrevivente)	
Airfield Operation Specialist - (Especialista em operações aeroportuárias)	Maintenance - (Manutencao)	Technology/IT Staff - (Tecnologia / Equipe de TI)	
Airline Staff - (Equipe da Companhia Aérea)	Marketing/Communication - (Comercialização / Comunicação)	Tenant Airport (Car Rental, Restaurant Worker) - (Aeroporto do inquilino - aluguel de automóveis, funcionário do restaurante)	
Airport (EMS Worker) - (Aeroporto (trabalhador EMS))	Mechanic - (Mecânico)	Tenant Airport (Concessionaire) - (Aeroporto locatário -concessionária)	
Airport (Operations) - Aeroporto (Operações)	MGMT (Safety, Professional) - (MGMT Segurança, Profissional)	Tenant of Contractor - (Inquilino do Empreiteiro)	
Airport (Security Coordinator) - (Aeroporto Coordenador de Segurança)	MGMT (Terminal) - (Aeroporto MGMT Terminal)	Ticketing Agent - (Agente de emissão de passagens em aeroportos)	
Board Advisory Support - (Suporte do Conselho Consultivo)	Multimodal Planning Staff - (Equipe de Planejamento Multimodal)	Training Instructor - (Instrutor De Formação)	
Board of Directors - (Conselho Administrativo)	Onsite Hotel Staff - (Equipe do hotel no local)	Truck Company Professional - (Empresa Profissional De Camiões)	
Custodian (Janitor) - (Aeroporto limpador)	Operations (Transit) - (Operações Trânsito)	Truck Dealer/Owner - (Vendedor / Proprietário De Camiões)	
Driver/Operator (Other) - (Condutor / Operador - Outro)	Other - (Ander)	Truck Driver (Freight) - (Camionista Carga)	
Electrician - (Eletricista)	Other - (Outro)	Truck Driver (Professional) - (Camionista Profissional)	
Emergency MGMT Coordinator - (Coordenador de Gestão de Emergências)	Other - Espanol	Truck Driver (Student) - (Camionista Estudante)	
Executive (Gov. Relations, External Relations) - (Executivo - Relações Do Governo, Relações Externas)	Procurement - (Compras)	Truck School (Educator) - (Escola De Camiões - Educador)	
Fixed Based Operator (FBO) - (Operador de base fixa FBO)	Public Safety - (Segurança Pública)	Truck School (Student) - (Escola De Camiões - Estudante)	
Ground Handler - (Manuseio de Aeronaves Terrestres)	Security Guard/Officer - (Guarda / Agente De Segurança)		
Human Resources - (Recursos Humanos)	Service Provider - (Prestador De Serviços Às Vítimas)		

Oversight Agencies

#	Oversight Agency (OA) that distributed NOST instrument	Alternative name for OA (Aegis/Trade name/Acronym)	Mode/Stakeholder Group
1	All Aboard America	All Aboard America	Bus/Charter Tour
2	American Association of Airport Executives	AAAE	Aviation/Airport
3	American Bus Association	ABA	Bus
4	Abilene Regional Airport	City of Abilene, Texas	Aviation/Airport
5	Association of Flight Attendants	AFA	Aviation/Airline
6	Rick Husband Amarillo International Airport	AMA	Aviation/Airport
7	Amtrak Police Department	Amtrak Police Department	Intercity & National Rail/Law Enforcement
8	Association of Professional Flight Attendants	APFA	Aviation/Airline/American Airlines
9	American Professional Mariners Association	APMA	Maritime/Land & Sea
10	American Public Transit Association	APTA	Bus, Rail
11	Atlanta Hartfield-Jackson International Airport	ATL	Aviation/Airport
12	Bozeman Airport	BZN	Aviation/Airport
13	Colorado Department of Transportation	CDOT	Multiple modes
14	CIT Signature Transportation	CIT	Bus/Charter Tour
15	Cleveland Hopkins International Airport	CLE	Aviation/Airport
16	Commercial Vehicle Safety Alliance	CVSA	Highway
17	DART	Dallas Area Rapid Transit	Bus/City transit, Rail transit
18	DASH	Alexandria Transit Company, Alexandria, Virginia	Bus/City transit
19	Erie International Airport	ERI	Aviation/Airport
20	Fullington Tours	Fullington Trailways	Bus/Charter Tours
21	Great Lakes Chapter of the American Association of Aviation Executives	GLCAAAE	Aviation/Airport
22	Greenlink Transit	City of Greenville, South Carolina	Bus/City
23	Greater Richmond Transit Company	GRTC	Bus/City
24	Hawaii Department of Transportation	HDOT	Multiple modes
25	Hillwood Airways	Hillwood Airways	Aviation/Airline/Charter
26	George H.W. Bush Houston International Airport	IAH	Aviation/Airport
27	Institute of Transportation Engineers	ITE	Academic
28	Jefferson Lines	Jefferson Lines	Bus/Intercity
29	Louisiana Department of Transportation	LADOT	Multiple modes
30	Henry Reid International Airport	LAS (formerly Las Vegas McCarran International Airport)	Aviation/Airport
31	Long Beach Airport	LGB	Aviation/Airport
32	Missouri Department of Transportation	MODOT	Multiple modes
33	Louis Armstrong New Orleans International Airport	MSY	Aviation/Airport
34	National Association of Convenience Stores	NACS	Nonmotorized transportation
35	North Dakota Department of Transportation	NDDOT	Multiple modes
36	National Transportation Institute, Rutgers, The State University of New Jersey	NTI	Academic

37	Northwest Chapter of the American Association of Airport Executives	NWAAAE	Aviation/Airport
38	Port Authority of New York and New Jersey	PANYNJ	Multiple modes
39	Port of Oakland	OAK	Aviation/Airport
40	Philadelphia International Airport	PHL	Aviation/Airport
41	City of Pensacola	PNS	Aviation/Airport
42	TRB Research Advisory Committee	RAC	Multiple modes
43	San Francisco International Airport	SFO	Aviation/Airport
44	Shared Hope	Shared Hope	Survivor Community
45	Southwest Chapter of the American Association of Airport Executives	SWAAAE	Aviation/Airport
46	South West Transit Association	SWTA	Bus, Rail, Paratransit
47	The Avery Center	TAC	Survivor Community
48	TC Gloria, Curitiba, Brazil	Transporte Coletivo Gloria	Bus
49	Transportation Security Administration	TSA	Multiple modes
50	United Against Slavery	UAS	Survivor Community, Individual requestors
51	Federal University of Minas Gerais, Belo Horizonte, Brazil	UFMG	Academic
52	University Centre of Curitiba, Curitiba, Brazil	Unicuritiba	Academic
53	Werner Coach	Werner Coach	Bus/Charter Tour
54	Women in Trucking	WIT	Highway

APPENDIX 6: SURVIVOR LEADERSHIP CONNECT FORM



2021 National Outreach Survey for Transportation (NOST)

Invitation to Participate in the Final Report



United Against Slavery collaborated with more than 100 field experts, including Lived Experience Experts, academics, and transportation companies, to launch the National Outreach Survey for Transportation (NOST). Nearly 4,000 survey respondents from transportation, service providers, and survivors of sex and/or labor trafficking participated in this study. The NOST final report will be published in early 2023. The report will have industry leaders from across the United States and other countries accessing this report, including but not limited to the anti-trafficking community and transportation companies.

The Ask:

We are requesting statements from survivors for publication in the NOST final report. This request is being made to SLC members. If interested, this statement could cover any of the following topics. Please note that your statement does not have to include all five areas listed below.

1. How transportation is used in sex and/or labor trafficking
2. How transportation needs still exist, including needing a vehicle, public transportation, gas cards etc.
3. The impact of transportation on survivors with disabilities and/or in vulnerable populations.
4. How transportation can be used in any capacity during recruitment, exploitation, extraction/escape, or during healing journeys, including for any survivors that you may work with.
5. Acknowledgment that transportation can be a facilitator of human trafficking or part of the escape process.

Details:

- Only member emails associated with the UAS Survivor Leaders Connect will be considered for this direct invitation to the SLC members unless otherwise approved. UAS may invite other Lived Experience Experts separately.
- You can write a few sentences or a few paragraphs.
- All SLC Members will receive an email notification with the digital link to the NOST final report once it has been published.
- If you have any questions, please email: [Contact Details Removed](#)

Deadline: 11:59 p.m., Eastern Time Zone, September 9, 2022

Please enter your statement about transportation here. Only SLC Members that have submitted this form can be included in the NOST report.

The form below needs to be completed, in order to include your statement in the NOST final report.

What is your email that you received this invitation to participate?

How do you want your name to appear with the statement in the final report? A pen name can be used, if desired. If you do not want to include a name, please enter N/A.

How do you want the \$50 to be compensated?

- Amazon Gift Card
- Cash App
- Paypal
- I do not desire to be compensated for my participation

Please enter your email address so that an Amazon Gift Card can be sent.

Please enter your CashApp account ID for your compensation.

Please enter your Paypal email address.

Please include any comments or questions.

By submitting the form below, you authorize United Against Slavery and the 2021 National Outreach Survey for Transportation to include your statement and details in the final report, as it is presented above. You also acknowledge that any spelling errors may be corrected prior to publication and any personal identifying information may be removed, other than the information requested.

Submit

APPENDIX 7: NOST FINANCIAL DISCLOSURE

FINANCIAL DISCLOSURE

STATEMENT OF ACTIVITY – USDOT IMPACT AWARD 27231

	\$50,000 Award	Additional Funds*
Revenue		
USDOT Impact Award	50,000.00	
Other Contributions		22,106.77
Expenditures		
Advertising & Marketing		
Advertising	(5.61)	(0.00)
Marketing	(1,845.38)	(453.96)
Imagery	(168.00)	(3,533.06)
Total Advertising & Marketing	(2018.99)	(3,987.02)
Contractors		
Principal Investigators & Research Investigator	(13,001.50)	(0.00)
Researchers	(13,335.00)	(6,099.01)
Survivor Leader Advisory Council***	(3,000.00)	
Imagery	(0.00)	(2,518.68)
Other Contractors	(3,047.43)	(1,828.95)
Total Contractors	(32,383.93)	(10,446.64)
Additional Expenses		
Survivor Participation**		(5,000.00)
Legal & Professional Services	(3,055.00)	(120.00)
Office Supplies	(1,818.20)	(1,745.78)
Survey Platform Software	(10,000.00)	
Printing & Shipping	(539.46)	(82.94)
Travel	(83.69)	
Charges & Fees	(100.73)	(724.39)
Total Additional Expenses	(15,597.08)	(7,673.11)
TOTAL EXPENDITURES	(50,000.00)	(22,106.77)
TOTAL 2021 NOST PROJECT		\$72,106.77

* Additional funding provided by the Morristown Airport and the Maryland Transportation Institute with the Department of Civil and Environmental Engineering (survivor compensation for participation in the NOST), Downtime Franklin Rotary Grant, United Against Slavery, and donations from Senior Leadership.

** In developing the NOST team, each lived experience expert was paid the same hourly rate as senior researchers. Part of the senior leadership included a seasoned researcher with lived experience. She provided direction and recommendations throughout the project and authored the Survivor chapter in this report: Impact on Labor and Sex Trafficking Survivors: Intersection of Transportation and Human Trafficking.

*** The NOST included a Survivor Leader Advisory Council (SLAC) and was composed of survivors of labor and/or sex trafficking with different races, nationalities, genders and gender identities, and disabilities. Each SLAC member was paid the senior researcher hourly rate for 10 hours of work on the project, which included email correspondence, phone calls, or webinar interactions.

**** Thousands of volunteer hours were contributed throughout the 3 ½ year NOST project.

APPENDIX 8: DATA DICTIONARY AND DATA VISUALIZATION TOOLKIT

The NOST report includes multiple supporting tools that are designed to equip the end user further to gain the best insight into using the NOST report and data.

Data Dictionary

The Data Dictionary is a Word or PDF document that includes a list of Question Identification Numbers (QIDs) and corresponding survey questions that were presented throughout the survey. QIDs are listed in the order they were asked in the survey and not necessarily in numerical order. The survey includes extensive logic and branching to ensure each respondent was asked questions relevant to their professional work, and those survey questions are listed in this same order.











Multiple types of survey questions are asked, including multiple-choice, single-selection, 5-point Likert, and open-ended questions. Here is an example of how a survey question may appear in the Data Dictionary. Some users may see a data visual in the report and want to see the full question and list of responses. The user can search in the document for “QID_” and then add the number desired, for example, “QID_162.” It is important to note that not all of the survey questions in the Data Dictionary were utilized by the authors in the NOST report, and some QIDs did not have enough responses to include in the dataset.

QID_162 Would you like to receive human trafficking training in the following areas? **Select all that apply.**

- Human trafficking indicators (1)
- Human trafficking laws (2)
- How to identify human trafficking victims (3)
- Indigenous and tribal issues in human trafficking (4)
- Learn about sex trafficking (5)
- Learn about labor trafficking (6)
- Living and working conditions considered abusive (7)
- Misconceptions of human trafficking (8)
- Protocols on reporting alleged human trafficking (9)
- Other - I have an answer not listed here (10) _____

Data Visualization Toolkit – Phase One

The Data Visualization Toolkit (DVT) is designed to present ready-made tools that can be used for awareness campaigns, training or webinar presentations, Impact Reports, or even fundraising efforts. Phase One of the DVT includes data visualizations of all datapoints that are cited by chapter authors in the NOST report. As discussed in Figure 1 earlier in this report, some authors may use different filters for a QID or discuss how different groups responded to that survey question. This is helpful if an airport creates or updates its counter-trafficking training program and only wants to highlight aviation data for those QIDs. As seen in the Criminal Justice chapter, this author cites how law enforcement responds to a survey question but also includes how that same survey question was answered according to a filter of how long the law enforcement survey respondent has worked in the field or how old they are.

-  QID_162 Aviation.svg
-  QID_162 General by Group.svg
-  QID_162 General.svg
-  QID_162 LE by Age.svg
-  QID_162 LE by Years Worked.svg
-  QID_162 LE.svg
-  QID_162 Rail.svg
-  QID_162 Road.svg
-  QID_162 SDOT.svg
-  QID_162 Transit by Country.svg

A Data Visualization Toolkit – Phase Two may include ready-made videos, marketing tools, a data dashboard, or a data visual for all participating groups or transportation modes. Budgets are limited across agencies and organizations, and United Against Slavery desires to provide tools to utilize the NOST data to help improve anti-trafficking efforts. The Data Dictionary and Data Visualization Toolkit can be downloaded on the United Against Slavery website.

APPENDIX 9: RECOMMENDED CITATIONS

Suggested Citations for this Document and Related Materials

You may use the following citation formats when referencing the entire National Outreach Survey for Transportation, 2021 (NOST) report, its Data Dictionary, the Data Visualization Toolkit, and a specific chapter within the NOST report.

Entire Report

Wigle, C., & Baglin, C. (Eds.). (2023). *National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021)*. United Against Slavery. [<https://files.unitedagainstsavery.org/s/d/NOST-2021-Final-Report>]

Data Dictionary

Wigle, C., & Baglin, C. (2023). Data Dictionary: National Outreach Survey for Transportation (2021). In C. Wigle & C. Baglin (Eds.), *National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021)*. United Against Slavery (2021). [<https://files.unitedagainstsavery.org/s/d/NOST-2021-Data-Dictionary>]

Data Visualization Toolkit

Wigle, C. (2023). Data Visualization Toolkit: National Outreach Survey for Transportation (2021). In C. Wigle & C. Baglin (Eds.), *National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021)*. United Against Slavery. [<https://files.unitedagainstsavery.org/s/o/NOST-2021-DVT>]

Individual Chapters

Niemeier, D. (2023). Executive Summary & Overview. In C. Wigle & C. Baglin (Eds.), *National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021)*. United Against Slavery. (pp. 7-24) [<https://files.unitedagainstsavery.org/s/d/NOST-2021-Executive-Summary>]

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Baglin, C., Jones, S., & Niemeier, D. (2023) Roadway Modes: Freight Systems, Roadways, and Human Trafficking -Trucking's Role. In C. Wigle & C. Baglin (Eds.), *National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021)*. United Against Slavery. (pp. 85-102) [<https://files.unitedagainstsavery.org/s/d/NOST-2021-Roadway>]

Joyner, K. (2023) Transit: Local Counter-Trafficking Efforts. In C. Wigle, & C. Baglin (Eds.), *National Outreach Survey for Transportation: Combating Human Trafficking by Listening to Experiences, Challenges, and Recommendations of Frontline Workers and Those with Lived Experience (2021)*. United Against Slavery. (pp. 103-128) [<https://files.unitedagainstsavery.org/s/d/NOST-2021-Transit>]

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APPENDIX 10: REPORT QR CODES

The NOST includes unique QR codes for each chapter and other resources or tools that can be shared by scanning the custom QR codes. They are great resources if needed to be included in a presentation for the audience or other marketing collateral. You may need to enlarge the page or QR code for your camera to recognize the QR code link.

NOST
Report



Executive
Summary



General
Opinion



Private
Sector



Aviation



Roadway



Transit



Maritime



Railway



Pipeline



State DOT



State Laws



Criminal
Justice



Governance



Training



Reporting



Mental
Health



Survivors



Forced
Labor



Indigenous



Vulnerable
Populations



Advocacy



Data
Visualization
Toolkit



Data
Dictionary



NOST
Methodology



**If you are unsure how to photograph the QR code with your cell phone, please visit online resources.*

APPENDIX 11: INDUSTRY INSIGHTS

This project required the collaboration of so many, and we are pleased to include some of their industry insights.

Hartsfield-Jackson Atlanta International Airport



Human trafficking is a crime with no respect for age, background or nationality.

Those who are marginalized, undocumented or simply in desperate need of better circumstances are fodder for those who wish to prey upon them. And their protection is long overdue.

The City of Atlanta Department of Aviation pledges solidarity with the victims and survivors of human trafficking. We are committed to working with the National Outreach Survey for Transportation (NOST) team in all its actions to prevent and combat this international travesty. We eagerly anticipate using the data generated as we inform our prevention and awareness initiatives.

Missouri Department of Transportation



The Missouri Highway and Transportation Commission was pleased to participate in the survey and plans to use the data collected to continue our fight against Human Trafficking.

Port Authority NY NJ



The Port Authority of NY & NJ is committed to ending Human Trafficking. We, along with our partners want to educate, equip and inspire you to do your part to end human trafficking. Take the time to increase your knowledge and awareness of the red flags of human trafficking, and how to report it. You could save someone's life.

Port of Oakland



PORT OF OAKLAND

The Port of Oakland remains committed to combating human trafficking and is pleased to partner with the NOST and the information it will provide to support innovative, data-driven solutions and measurable benchmarks to guide the anti-trafficking community in its goals to end trafficking and support sex and labor survivors.

Transportation Security Administration



TSA is dedicated to meeting Department of Homeland Security goals to provide a victim-centered approach in implementing our mission to secure the nation's transportation system to ensure freedom of movement for people and commerce. In the 2018-2026 TSA Strategy, TSA notes that securing our nation's transportation system is a complex task and cannot be done alone. We must look to our greatest assets — our partners, stakeholders, and the American public — to help us in this shared security mission. This is also true of the fight to end human trafficking and counter gender-based violence. In Fiscal Year 2021, TSA provided training to over 60,000 frontline officers on the identification of potential human trafficking; these officers interact with nearly two million travelers per day, placing them in a critical position to detect signs of human trafficking.

As such, TSA was proud to partner with United Against Slavery to provide our front line officers the opportunity to voluntarily share their knowledge and insights in recognizing and reporting human trafficking in the National Outreach Survey on Transportation (NOST). We are confident the training provided to TSA's front line officers will continue to bring awareness and help identify potential instances of human trafficking, and that the NOST responses collected from TSA's front line officers will contribute to future efforts in support of victims of human trafficking.

Women in Trucking



Women in Trucking's mission is to encourage the employment of women in the trucking industry, promote their accomplishments, and minimize obstacles faced by women working in the trucking industry.

October 3, 2022

National Outreach survey for Transportation
UAS Oversight Agency

RE: United Against Slavery

We have supported and applauded the efforts of United Against Slavery. We have assisted with the data collection efforts, and we are a TLAHT signatory with the United States Department of Transportation.

The Women In Trucking Association, Inc. is committed to providing anti-trafficking awareness and training to our members. The trucking industry is in a unique position to recognize signs of sex and labor trafficking along highways and at rest stops across the country.

We have collaborated with United Against Slavery for the NOST research study and distributed this survey to our drivers. We look forward to utilizing the NOST data to further improve our anti-trafficking efforts.

A handwritten signature in black ink, appearing to be 'E. Voie', written in a cursive style.

Ellen Voie, CAE
President/CEO
Women In Trucking Association, Inc.
P O Box 44, Plover WI 54467
ellen@womenintrucking.org

Commercial Vehicle Safety Alliance (CVSA)



Commercial Vehicle Safety Alliance

Improving commercial motor vehicle safety and enforcement

The Commercial Vehicle Safety Alliance (CVSA) is comprised of commercial motor vehicle safety enforcement officials and motor carrier industry representatives in Canada, Mexico and the U.S. CVSA established its Human Trafficking Prevention Program, which aims to reduce human trafficking throughout North America through coordinated enforcement and investigative and educational awareness measures within the commercial motor vehicle industry.

CVSA's membership has demonstrated its commitment to this goal by participating in United Against Slavery's National Outreach Survey for Transportation (NOST). We support United Against Slavery's mission to collect and disseminate comprehensive frontline data to combat human trafficking, help victims and survivors of sex and labor trafficking, and help those who work on their behalf. The NOST results will be invaluable in helping guide the CVSA Human Trafficking Prevention Program's awareness and outreach efforts, as well as the training curriculum development for commercial and non-commercial vehicle enforcement officers and inspectors.

Beyond enforcement of anti-trafficking laws, the Alliance's membership has a critical role to play in educating stakeholders about the crime of human trafficking and how to combat it. As commercial motor vehicle drivers and inspectors, CVSA's members are on our roadways every day and often, the individuals committing the crime of human trafficking are using our roadways to do so. That's why awareness is critical – knowing what to look for and how to respond can save lives.

In 2021, CVSA launched its annual Human Trafficking Awareness Initiative, a three-month international awareness and outreach effort to educate commercial motor vehicle drivers, motor carriers, law enforcement officers and the general public about the crime of human trafficking, the signs to look for and what to do if you suspect someone is being trafficked.

CVSA further advances its commitment to educate commercial motor vehicle drivers and inspectors about human trafficking identification and prevention through radio appearances, live webinars, articles, television news segments, program meetings, information sessions and much more.

The success of CVSA's Human Trafficking Prevention Program was acknowledged by Kylla Lanier, deputy director for Truckers Against Trafficking (TAT), when CVSA was presented with the TAT Champion Award in September 2022. The TAT Champion Award recognizes and honors the outstanding creative, innovative, generous and dedicated efforts of TAT partners whose actions have significantly advanced the fight to end the crime of human trafficking, recover more survivors and prosecute more perpetrators.

CVSA's law enforcement and motor carrier communities are committed to bringing attention to human trafficking and eliminating it entirely. Working together, we will put an end to this crime.

Visit www.cvsa.org/programs/human-trafficking-prevention for more information about CVSA's Human Trafficking Prevention Program.

Respectfully,

Collin B. Mooney, MPA, CAE
Executive Director
Commercial Vehicle Safety Alliance

99 M Street, SE, Suite 3025 | Washington, DC 20003 | 202-998-3002 | www.cvsa.org

Self-Reporting: A Global Tool to Aid Victims Seeking Help with Tsvetelina Thompson

One of the greatest challenges in combating human trafficking is identifying victims of this crime so that they can escape their abusers or be safely extracted. As new tools in the anti-trafficking field are continuously developed, innovations have been created to provide direct help for victims seeking assistance in their escape.

As a survivor-led organization, Twentyfour-Seven⁶⁰⁹ offers tools that can provide resources to victims of human trafficking when they scan a unique QR. This patented method, the Twentyfour-Seven anti-trafficking QR Code[®], can be scanned by any smart device equipped with a camera. The application will open in the language selected and offer access to help for victims seeking assistance in an abusive situation. The program relies upon companies to help post the QR codes that can be accessed in conspicuous locations. It is cost-effective to implement and sell as a subscription service to businesses, including in the transportation industry.

The Twentyfour-Seven Anti Trafficking QR codes[®] are being used successfully by Amtrak and Houston Airports in Texas. Tri-Rail in Florida also has displayed The Twentyfour-Seven Anti Trafficking QR Codes[®] in some of their trains, which were sold through a partner, the National Council of Jewish Women (NCJW.) The QR codes also are Uber cars, placed there by the drivers. Taxi drivers also have them placed in vehicles. Other locations include bus stations and train stations. Women Offshore, a maritime collective of women sailors, also has mariners who distribute them domestically and when in port throughout the world. The custom QR codes are also in several hospital emergency rooms, restaurants, nightclubs, strip clubs, red-light districts, brothels, and massage parlors.

Because the QR codes are customizable, languages can be requested by the business using them. The goal, however, is for all parties to have as many languages available as possible. Twentyfour-Seven has distributed more than 30,000 QR codes worldwide, not counting the customized codes for businesses.

The QR code provides a trafficked victim with the following:

- Survival and abuse exit information in many languages, eliminating language barriers
- Victims' rights in the countries they have been trafficked into
- Helpful information on laws protecting trafficking victims
- Information including a direct link to the National Human Trafficking Hotline Number

Designed by a human trafficking survivor, the QR codes can be used separately to supplement existing anti-trafficking programs. A subscription to the Twentyfour-Seven Anti-Trafficking QR Code[®] includes:

- Personalized QR code for the organizations/businesses utilizing them
- Unrestricted allowance for printing a custom Twentyfour-Seven QR code on marketing collateral
- Monthly analytics showing code activities without compromising a victim's whereabouts
- Includes developer fees and maintenance for the QR codes
- Translations into different languages

The Twentyfour-Seven Anti Trafficking QR code[®] is a proven method of helping victims and businesses that want additional tools to help combat sex and labor trafficking. The codes are proven to work based on scans and reports made through them, and they have prompted human trafficking investigations based on those reports.

Twentyfour-Seven is a not-for-profit organization that primarily provides anti-trafficking information to victims of trafficking who are in transit. A transportation agency can call or email to make The Twentyfour Seven QR code[®] part of a counter-trafficking program, thereby enabling self-reporting by victims.

Tsvetelina Thompson, Managing Director

[Twentyfour-Seven](#)

Truckers Against Trafficking with Annie Sovcik

Truckers Against Trafficking (TAT) was founded on the belief that frontline transportation professionals are in a unique position to help disrupt the crime of human trafficking and support the recovery of victims. To that end, we believe it's critical to understand the ways in which various modes of transportation are coming into contact with human trafficking and where additional training or support may be necessary in order to ensure that all transportation professionals know what to look for and how to report it effectively.

TAT welcomes this first-ever National Outreach Survey for Transportation (NOST) and the important insights it will provide to help guide our understanding of transportation's role in combating human trafficking moving forward.

Annie Sovcik, Senior Director of Programs & Strategic Initiatives

[Truckers Against Trafficking](#)

Sustainable Rescue Foundation with Mary Adams

The accepted global model to fight human trafficking is the 3P paradigm (Prevent, Protect, Prosecute). Our vision at Sustainable Rescue Foundation is to progress the 3P paradigm by acting as a catalyst to help anti-trafficking organizations expand past Partnerships to Pioneer and Predict. Human Trafficking data should be coordinated, reliable, and measurable across the 3P process information chains to demonstrate progress against perpetrators and progress with victims. Our ambition is to develop a Trafficking in Human Beings data ecosystem to maximize opportunities that will progress the 3P paradigm in alignment and collaboration with the public, private and civil sectors. Our team integrates eight components into Sustainable Rescue resilience thought leadership.



Our involvement as an Oversight Agency with United Against Slavery's Anti-Trafficking National Outreach Survey (NOST) is based on the importance of eyewitness/ victim-centered data collection. The transport industry is uniquely positioned in the private sector to disrupt the trafficking model. The innovation and dedication that the NOST team leaders have invested in this project to develop and conduct surveys and coordinate writing teams was a monumental effort. The concept of focusing on actual events that transport workers see in their workplaces is an important step in documenting one of the most invisible crimes in the world. Each cohort group (Aviation, Rail, Road, Transit, Maritime, Multi-Modal) has its own challenges in detecting signals of human trafficking. Each cohort has already developed awareness-raising programs and actions customized to their work environments. This survey identifies real-world cross-sector best practices that can build a common barrier against human trafficking. It provides a database for research on trends, patterns, and prevention.

The survey also addresses the transport sector workers as the general public. It is critical to understand that human trafficking doesn't just happen at work. The respondents provided information about their personal

awareness and knowledge in sex and labor exploitation. This type of research provides a double-edged sword against trafficking within the transport workplace, inside communities, the nation, and the world. It will provide the U.S. Department of Transportation with insights to help organizations fulfill their pledges, support new prevention programs based on needs realized in the documentation, and most importantly, provide intervention scenarios for law enforcement agencies.

Mary Adams, Founder and Director
[Sustainable Rescue Foundation](#)

Connecticut Transportation Institute with Marisa Auguste, MS

Marisa Auguste is a social scientist with expertise in criminology, sociological theory, and behavior modification practices. Over the past eight years, Ms. Auguste has worked to put a face to all those impacted by motor vehicle crashes by working as a researcher at the Connecticut Transportation Institute (CTI) at the University of Connecticut. Collaborating closely with the Connecticut Department of Transportation, her research focuses on identifying and deterring risk-taking behavior on the roadway (drinking, texting, speeding, etc.) by analyzing crash statistics. Ms. Auguste has facilitated the implementation and evaluation of programs for traffic safety and enforcement, engaged the public in seeking improved driver behavior and safety outcomes, and the practical implementation of research products. During her time at CTI, Ms. Auguste has conducted studies of pedestrian crossing behavior, opinions and behaviors related to cannabis use and driving, and COVID-19's impact on motor vehicle crash outcomes. Currently, Ms. Auguste and her colleagues at CTI are leading a multi-year project to collect and link statewide traffic safety data for motor vehicle crashes and related public health, roadway, toxicology, and judicial data into one comprehensive database for crash analysis and injury prevention.

Ms. Auguste felt that participating in the NOST was not only incredibly important, but that given her education, training as a sexual assault victim advocate, and her current work in transportation, she may also have unique insight into two separate but not always distinct worlds. She is proud to participate in the NOST and hopes that the findings in this report go on to increase protections and resources for survivors of human trafficking in transportation and beyond.

Recent publications:

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Margo Hill, JD, MURP

Margo is a Spokane Tribal citizen who grew up on the Spokane Indian Reservation. Her life experience, along with education and professional work as an attorney and urban planner uniquely prepared her to help address issues of MMIW/P. Ms. Hill is the Associate Director of SURTCOM (Small, Urban, Rural, Tribal, Center on Mobility) and conducts research on Mobility of Indigenous people.

Margo served as Tribal Attorney for the Spokane Tribe and Tribal Court Judge for the Coeur d'Alene Tribe of Idaho and Spokane Tribe and understands the jurisdictional challenges that tribal governments face in bringing perpetrators to justice. She uses this knowledge and experience to train frontline workers like WSDOT and Transportation professionals across the country with webinars and seminars on Federal Indian Law at transportation conferences. Ms. Hill works with tribal leaders at ATNI (Affiliated Tribes of Northwest Indians) on tertiary issues such as addiction and works with Washington State Patrol to support Tribal Liaisons in Western and Eastern Washington.

Recent Publications:

- Hill, M., Anderson, M., King, I. (2022). Human Trafficking as a Racialized Economy and the Exploitation of Indigenous Socio-Spatial (Im)Mobility in North America, *Frontiers in Sustainable Cities*, section Social Inclusion in Cities.

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Overview of the Recent Brazil Counter Human Trafficking Efforts with Silvana Croope, PhD, Viviane Coelho de Sellos Knoerr, PhD, Mário Luiz Ramidoff, PhD, and Mateus Eduardo Siqueira Nunes Bertoncini, PhD

A Tier 2 classification means minimum standards to eliminate trafficking are not fully met but are underway. In 2020-2022, Brazil's government increased its efforts compared to previous periods. Such efforts include the strategies in which provides a three-year basic comparison of whether Brazil met the required standards or needed improvement. As alluded to above, the TIP assessment is based on the Trafficking in Persons Protocol adopted by the United Nations States Parties on November 15, 2000, as part of the United Nations Convention against Transnational Organized Crime.⁶¹⁰ It has been more than two decades since adoption, and new challenges and complexities have arisen, such as the COVID-19 pandemic. The COVID-19 element was added in the 2021 TIP report and was addressed in the UN special report on COVID and human trafficking.⁶¹¹ During the COVID-19 pandemic, traffickers had a strong adaptive capacity and preyed on children and adults by leveraging society's increased time spent online. These new victims needed criminal justice practitioners with enhanced skills and strategies to detect, investigate, and prosecute, as well as help victims access justice. Also, needed were better-prepared frontline responders.

Creative solutions have been needed to strengthen justice, frontline responders, and overall system capabilities, as well as to support the community and society's resilience. The potential for crises similar to the pandemic are considerable in a large and diverse society such as Brazil's. Both legal and illegal loss of employment during the pandemic enabled criminals to take advantage of desperate people. Discussions of how traffickers found optimum space in Brazil have already been published elsewhere, e.g., the America Magazine.⁶¹²

Counter-trafficking 2020-2022 Standards Report Summary

Counter-trafficking efforts	2020		2021		2022	
	Met	Needs	Met	Needs	Met	Needs
Increased investigations and prosecutions of traffickers	X			X	X	
Identified more victims	X		X		X	
Increased interagency cooperation to improve data sharing	X		X		X	
Created a new list to make public the name of convicted labor traffickers	X			X		X
Protection mechanisms for victims of trafficking (not disjointed or inadequate)		X		X		X
Authorities report the final number of convictions		X		X		X
Officials punish most labor traffickers with jail time instead of administrative penalties		X	X			X
Government does not penalize victims of trafficking for crimes committed because of their trafficking situation		X		X		X
Authorities in populous states proactively identify victims of sex trafficking, including highly vulnerable populations (e.g., children and LGBTI persons)		X		X		X
Considering the impact of the COVID-19 pandemic in its anti-trafficking capacity	N/A		X		X	
Government offers sufficient training for law enforcement, prosecutors, and judges to increase their capacity to respond to trafficking		X		X		X

There were behavior shifts to a “survival mode” and these were detected and met by increased demand for sex trafficking, exploited by traffickers. In response, in the United States, multi-disciplinary stakeholder groups, including law enforcement, can confirm such growth in criminality through their reporting systems.⁶¹³ Service providers can also evaluate the fluctuations and increases in clients’ resource needs. In Brazil, strategies and operations to combat human trafficking are distributed throughout the government, including the Justice and Public Safety Ministry,⁶¹⁴ Public Labor Ministry, and the Secretaria de Comunicação Social.⁶¹⁵ To address existing and new human trafficking problems, the use of technology needs to be considered also. Some technologies available to assist Brazil in combating human trafficking include the Jusbrasil information and process system⁶¹⁶ and a U.S. “Amber Alert” system for missing children.⁶¹⁷

Given the size of the challenge, the U.S. provided additional support to Brazil to help combat labor trafficking. The funding opportunity was through the Innovations for Poverty Action and its Human Trafficking Research Initiative.⁶¹⁸ Its objective was to measure the impact of counter-trafficking programs, funded by the Department of State TIP Office's Program to End Modern Slavery (PEMS).⁶¹⁹ This activity included the U.S. Government announcing several projects to address Trafficking-in-Persons across Brazil, with one of the projects, GFEMS, posting a job for a Country Director.⁶²⁰ As such projects progressed, United Against Slavery's NOST was also underway. Receipt by United Against Slavery of the U.S. DOT's first-ever Combating Human Trafficking in

Transportation Impact Award⁶²¹ catalyzed a collaboration with Brazilian participants UniCuritiba, Transportes Gloria, and others. The NOST dataset has the capacity to help improve counter-trafficking efforts in the United States, Brazil, and other countries. Although the number of Brazilian participants was small, NOST allies and other stakeholders will endeavor to extend the NOST to a larger population of frontline workers in Brazil.

Further collaborative efforts to address human trafficking in Brazil have included a series of discussions, seminars, and graduate law program presentations sponsored by UniCuritiba, to which Dr. Croope was invited in 2021 to promote and advance research on counter-human trafficking,⁶²² as well as a Master dissertation by Sthefani Peres.⁶²³ A cross- and multidisciplinary perspective is needed to advance knowledge and policy to combat human trafficking. The proactive interest and approach of law schools and transportation practitioners are a unique combination for identifying victims in need of assistance and developing a critical mass of competent professionals capable of maturing with the evolution of this complex issue.

There is much work to be done, for example, by exploring technology in transportation that can help detect and deter human trafficking. Collective action can also support the development of vehicles with features that may actively or passively aid human trafficking victims in exiting their abuse. Most fundamentally, if information available from the transportation sector and workforce is collected properly, more traffickers can be prosecuted, convicted, and imprisoned.

Acknowledgments

The work developed by the NOST coincided with Sthefani Peres's research on countering human trafficking in the law graduate program at UniCuritiba. M.S. Peres actively participated in the NOST work in Brazil. Thank you, United Against Slavery, Alabama Transportation Institute, UniCuritiba part of ANIMA, Transportes Gloria, and all others collaborating. With political will and the UAS NOST, Brazil has been able to explore and advance the work of countering human trafficking.

Silvana Croope, PhD, Viviane Coelho de Sellos Knoerr, PhD, Mário Luiz Ramidoff, PhD, and Mateus Eduardo Siqueira Nunes Bertoncini, PhD

Businesses Ending Slavery and Trafficking (BEST) with Rachel D'Alio

Businesses Ending Slavery and Trafficking (BEST) is a Seattle-based nonprofit organization with the mission to align and equip leaders to use the power of business to prevent human trafficking. BEST offers consultation and online training for aviation, maritime, hospitality, transit and construction, and other industries. BEST raises awareness about issues concerning sexual exploitation and forced labor for vulnerable populations who are forced to work in situations in which they are coerced with manipulation, violence, or intimidation. BEST educates public and private business leaders on how they can help prevent human trafficking by developing and implementing essential workplace policies and best practices across their organizations that will strongly oppose and combat human trafficking. BEST connects employers with job-ready survivors of human trafficking or individuals at risk of being trafficked through our unique employer program, the Safe Jobs Collaborative.

Rachel D'Alio, Communications & Program Coordinator

[Businesses Ending Slavery and Trafficking](#)

Protect All Children from Trafficking (PACT, formerly known as ECPAT-USA), with Yvonne Chen

Over 30 years ago, PACT became the first U.S.-based nonprofit to work on the issue of commercial sexual exploitation of children. The anti-child trafficking organization started with sex tourism, helping to get legislation passed that ensured that Americans who traveled abroad to buy sex with minors could be prosecuted in the US for sexually exploiting children in other countries. Our mission today is to protect the right of every child to grow up free from child trafficking and sexual exploitation in the United States. To this end, PACT focuses on legislative advocacy, youth education, and public and private sector engagement to educate and raise awareness of this issue. PACT is also a member of ECPAT International, a network of organizations in over 100 countries working together toward one common mission: to eliminate the sexual exploitation of children.

Yvonne Chen
Director of Private Sector Engagement
[PACT](#)

Collective Liberty with Rochelle Keyhan, JD

Collective Liberty works closely with government agencies to shift systems and improve public policy to ensure as a community, we support survivors while stopping traffickers. We believe that only by working together can we dismantle all forms of human trafficking. Collective Liberty sets itself apart as a leader in the movement against human trafficking with innovative tech-forward solutions and a three-pronged approach to achieving our mission. In everything we do, the survivors are our focus.

Our experienced team provides essential training to share the best practices and valuable intelligence that helps to expedite cases and save victims faster. Our proprietary technology interconnects data points across multiple platforms, affording us the unique capability to produce impactful intelligence reports. Survivors need support beyond the legal system, so we work with qualified agencies to ensure essential social services for those in need. This approach and the expertise of law enforcement and Survivor Leaders have delivered effective, data-driven results.

Collective Liberty is finalizing the development of a tech tool that will allow our partners to search and connect millions of human-trafficking-related data points to help streamline intelligence reports and identify and take down traffickers. This focus on trafficking networks prevents the arrest of victims and reduces the need for victims to testify or cooperate in a prosecution. These shifts decrease the trauma victims, and survivors often experience when criminal justice is involved. We look forward to collaborating with our data and law enforcement partners to create a tool to deliver results as efficiently as possible.

Rochelle Keyhan, JD, CEO
Collective Liberty

Facilitating a Collaborative Response to Human Trafficking with John Vanek, Lt. (Ret.), M.A.

John Vanek is a speaker, author, and consultant focusing on the collaborative response to human trafficking. John is the author of *The Essential Abolitionist: What you need to know about human trafficking & modern slavery*. John helps a variety of federal and state agencies, non-governmental and community-based organizations, and law enforcement agencies enhance their response to human trafficking. John's presentations help the public better understand human trafficking and the challenges involved in the response to modern slavery. He also works with academic institutions and private-sector companies.

John Vanek, Lt. (Ret.), M.A.

Consultant

408-608-8425

Author: [The Essential Abolitionist](#)

www.johnvanek.com

The Stochastic Group, Inc. with Mark Lamias

The Stochastic Group, Inc. (TSG) is a full-service statistical, machine learning, artificial intelligence consulting firm based in Atlanta, GA. Our company leverages its expertise in statistics, survey methodology, and computing to meet the data collection, management, and analysis challenges faced by individuals, businesses, governments, schools, and organizations in today's fast-paced, information-filled world.

Our specialties include the design and analysis of complex sample surveys, longitudinal/time-series modeling, multivariate analysis, predictive analytics, causal inference, analysis of correlated data, and survey research. We have expertise not only in traditional and modern statistical methods, but we are also experts in the entire survey research development life-cycle, including the non-statistical aspects of survey research.

Mark Lamias, CEO

[The Stochastic Group, Inc.](#)

Mineta Transportation Institute's Commitment to Combat Human Trafficking with Kezban Yagci Sokat, PhD

The Mineta Transportation Institute (MTI) at San Jose State University is a university transportation center that leads three multi-university competitively selected consortia.

MTI's mission is to increase mobility for all by improving the safety, efficiency, accessibility, and convenience of our nation's transportation system. MTI is dedicated to combatting human trafficking through innovative research, strategic partnerships, targeted training and outreach and is proud to be part of critical initiatives on this issue. For example, MTI houses the United States Department of Transportation-funded study titled "Understanding the Role of Transportation in Combating Human Trafficking in California" conducted by MTI Research Associate Dr. Kezban Yagci Sokat, who is the Chair of the Forced Labor Working Group and member of the Analytics Working Group for the National Outreach Survey for Transportation.

In addition to transportation, Dr. Yagci Sokat leads various multi-disciplinary research efforts on combating human trafficking, such as supply chain management, healthcare, and crisis management. MTI is also a partner

on the Federal Transit Authority funded Not-on-Transit grant with Valley Transportation Authority (VTA) and Santa Clara County Office of Women's Policy. MTI has hosted multiple University Transportation Center webinars on human trafficking in National Human Trafficking Awareness Month, which was streamlined to the entire university. MTI is committed to combatting human trafficking and will continue to work with partners on critical initiatives in this fight.

Kezban Yagci Sokat, PhD
Assistant Professor of Business Analytics
Lucas College and Graduate School of Business
San Jose State University

The Lifeboat Project with Jill Bolander Cohen

The Silent Sign was created by Jill Bolander Cohen, President/CEO & Founder of The Lifeboat Project, Inc. to include the silent signs of letters "H" and "T" in American Sign Language in 2017. The beneficiaries are victims of human trafficking who can signal for help by using the silent signs "H" and "T" to key airport personnel or others in the community who will call law enforcement. Lived Experience Experts in Human Trafficking (survivor advocates) who work with the agency helped in design of silent sign, delivering of trainings to airport personnel, and promotional materials.

Summary

The Lifeboat Project, Inc. brought the Silent Sign Anti-Human Trafficking Awareness Training in 2021 as a collaborative approach with the City of Orlando Police Department to Greater Orlando Aviation, MCO Cares, and the Orlando International Airport to provide consistent training for key security personnel in airports, airlines, flight attendants, executives, and airport personnel to help build a solution to stop human trafficking and consistent notification to law enforcement. To date, the agency has provided over two hundred presentations that have trained more than 4,000 individuals in the airline industry. The Lifeboat Project, Inc. facilitates this awareness campaign for the notification of services and housing for victims looking for a way out of desperate situations and educating the public as to the breadth and depth of this epidemic.

Impact/Measurability

The impact of the project has assisted key airport personnel to be observant and to be the best witness possible in reporting details of any incidents of human trafficking to law enforcement. Since 2022, there has been a 40% increase of calls of human trafficking in the airport. This project provides a two-prong approach to make human trafficking more visible, first it shows how a victim can ask for help and then how airport personnel can respond and reach out to law enforcement. It provides airport personnel with the ability to say something if they see something suspicious in a consistent way. The Lifeboat Project, Inc. has provided this training successfully with international airline carriers through the Orlando International Airport where there are an estimated 5-7 million international travelers a year. The history of the Silent Sign for Human Trafficking Awareness:

<https://thelifeboatproject.org/the-silent-signs/>

Jill Bolander Cohen, President/CEO & Founder
The Lifeboat Project, Inc.

Critical Ops with Chelsea Treboniak

Critical Ops is a business modernization firm committed to a people-driven, technology-support future. Our commitment emphasized our commitment to people and the necessity for security. We are committed to combating human trafficking through multiple initiatives, including the following:

- Deploying Transportation Security Practices in State Departments of Transportation (DOTs) (<https://apps.trb.org/cmsfeed/TRBNetProjectDisplay.asp?ProjectID=4581>)
- Deploying Transportation Security Practices in State DOTs is a research project under the National Academies of Sciences, Engineering, and Medicine (NAS) Transportation Research Board (TRB). Outcomes from the 30-month project developed and supported the implementation of a comprehensive deployment and change management strategy for deploying transportation security. Focal points include event-based, facility-based, and infrastructure-based security. Initiatives include anti-human trafficking awareness and are continuing with national-level engagements.
- Identifying Military Resources and Strategies to Improve Civilian Airport Resiliency (<https://rip.trb.org/view/1897252>)
- The Identifying Military Resources and Strategies to Improve Airport Resiliency is a synthesis under the NAS TRB. This synthesis documents resiliency practices and processes from the National Guard and other military services that airports can adapt and leverage for their own facilities and in partnership with co-located military facilities. Given the shared transportation medium of airports, combatting human trafficking is necessary for resilience.
- Training and Exercises – Since 2012, Critical Ops has led over 400 local, state, and federal training and exercises to test and validate standards, plans, policies, and procedures. Participants range from experienced security professionals to frontline responders, including the military and emergency service personnel.
- Northern Ohio InfraGard Members Alliance (<https://nocinfragard.org/>) Chelsea Treboniak, a United States Military Academy at West Point graduate, serves on the Board of Directors for the Northern Ohio InfraGard Members Alliance, a non-profit organization serving as a public-private partnership among U.S. businesses, individuals involved in the protection and resilience of U.S. critical infrastructure, and the Federal Bureau of Investigation (FBI). Events and initiatives promote security initiatives, including anti-human trafficking.

Chelsea Treboniak, Owner
 Critical Ops
<https://criticalops.com/>

KJ Backpack with Kristen Joyner

Kristen Joyner is Founder and President of KJ Backpack, LLC. Her expertise includes thirteen years of transit association work as Executive Director for the South West Transit Association and administrative public transportation experience for Rock Region Metro, Little Rock, Arkansas.

Ms. Joyner provides direct training in leadership, management, customer service, safety, and human trafficking awareness to thousands of public transportation employees across the U.S. She has led presentations for the U.S. Department of Transportation, National Transportation in Indian Country Conference (NTICC), NRTAP Tribal Transit Workshop, national trade associations, state associations, and state Department of Transportation meetings.

Ms. Joyner was a member of the Department of Transportation Advisory Committee on Human Trafficking and Sub-Committee Chair. She serves as the President and Region 6 Representative on the CTA Board of Directors, Chairs the Legislative Committee and is a member of the Training Committee. Kristen currently serves as the Director of Communications for United Against Slavery.

Major Anti-Trafficking Projects

- Department of Transportation Advisory Committee on Human Trafficking
 - Final Report July 2019 Combating Human Trafficking in The Transportation Sector

- Served as Chair of the Protocols and Policy Development Subcommittee
- United Against Slavery: Communications Director for the National Outreach Survey for Transportation (NOST).
- Not on My Bus, Not on My Train, Not in My Community: Intersection of Human Trafficking and Public Transportation - Project Creation and Development
 - In-person and virtual Awareness Training for state DOT's, Council of State Governments, national and state transit associations, and transit agencies
 - Keynote presenter for national, state, and tribal transit associations

Crime Prevention, Public Safety and Human Trafficking Awareness Grant - Project Creation and Development

- Interactive Learning Resources and Guidance for Improving Crime Prevention and Safety for the Public and Transit Employees. Project Partners: CTAA, TTI and SWTA
- Rolling Oklahoma Classroom (ROC) Bus. Converted transit vehicle to bring awareness education to Oklahoma transit agencies and their communities in partnership with OK Office of Attorney General, state law enforcement, Anti-trafficking NGO's, transit agencies and communities. Project partners: Pelivan Transit and the Oklahoma Transit Association
- Video training program development for SunTran, Tucson, AZ
- North and South Dakota transit frontline worker awareness training program. Project partner: Prairie Hills Transit

Kristen Joyner, Founder and President

KJ Backpack

<http://kjbackpack.com/>

Honeycomb – Ethical AI for understanding Trafficking in Human Beings with Julia Muraszkwicz, PhD

This piece is submitted by Trilateral Research Ltd, a London based company developing ethical Artificial Intelligence (AI) solutions and undertaking research to address complex social problems, including trafficking in human beings (THB). Trilateral Research has worked in the domain of fighting THB since 2014, when we coordinated a €1M European Commission funded project, Trafficking as a Criminal Enterprise (TRACE). In TRACE we sought to understand the role of technology in fighting and facilitating the crimes of human trafficking; our involvement with the nexus of fighting human trafficking, data and technology was born.

Today, in the space of THB we are predominantly focusing on developing an ethical AI solution, [Honeycomb](#), to help NGOs and public stakeholders (policy makers, local authorities and law enforcement), better understand and respond to human trafficking. Honeycomb uses cutting edge AI technology, including Natural Language Processing (NLP) to make sense of data.

Key Features:

- **Victim story analysis:** Users go deeper and can better understand victim's needs, using purpose-built Natural Language Processing (NLP). They can instantly pull out insights from case notes, reports, witness statements...if it's written, Honeycomb can analyse it and save a users hours (if not days) of reading
- **Mapping modern slavery:** Users can easily visualise on a map insight from structured data and real victim stories.
- **Temporal analysis:** Users can see how victim needs, push/pull factors, transit routes, and other aspects are changing across time.
- **Visualisation of travel routes:** Users extract insights on modern slavery transit routes – including from when victims started their trafficking journey through to their point of entry into the country.

- **Multi-source data:** We flex our data protection and privacy credentials to enable responsible and ethical data sharing and making use of open-source data.

Honeycomb is developed through co-design methods with NGOs and law enforcement using a sociotechnical approach, and is grounded in ethical AI.

We have produced a great AI tool, but we know the road ahead has challenges. In engaging with the anti-trafficking sector (including police forces and local authorities), whether in a one-to-one capacity or during roundtables and workshops, we noted key ongoing, problematic trends:

- Lack of data literacy amongst stakeholders, leading to poor understanding of how technology can help prevent and address human trafficking as well as help in collecting evidence needed for making impactful changes.
- Lack of budgets to uptake innovative solutions to address modern slavery and human trafficking.
- Siloed data and legacy systems within organisations leading to difficulties in getting the most out of data held.
- Needless, and at times harmful, fear of sharing data.
- Lack of understanding as to how organisations can share data with each other (cyber security issues).
- Inadequate use of data in the development of strategic responses to human trafficking, and consequently inefficient allocation of human and financial resources.

The call to share data and utilise technology is as old as the fight against THB itself, and yet it has not been actioned. Whilst the sector agrees that data-driven approaches provide hard evidence to make impactful decisions, we are still missing out on these, and other key benefits that can make significant strides in the fight against traffickers. By way of an example, through sharing data on trafficking stories, law enforcement agencies and NGOs can identify areas where trafficking is most prevalent.

This information can be used to target prevention and intervention efforts in those areas. Sharing data on trafficking routes and patterns, often captured in survivor's stories, can help law enforcement agencies and NGOs to identify and disrupt trafficking networks. This information can be particularly important in cases where victims are moved across borders or between different regions.

Ethical AI solutions and related data analytical tools, underpinned by shared data, can aid to ascertain better ways of allocating scarce public sector resources, discover potentially useful patterns in data, and predict future trends that inform future strategy. While it stands to reason that THB is an area ripe for the use of innovation, including AI, Trilateral Research are aware of only a few isolated studies in which innovative tools have been applied to preventing modern slavery and human trafficking and protecting survivors. This absence of innovative technology is particularly worrying when we note the cost and efficiency benefits that AI can bring. Indeed, low costs and the ability to conduct rapid assessments on a range of data, enables more effective interventions in real time. Something we all need.

Dr. Julia Muraszekiewicz

Head of Programme for Human Trafficking and Human Rights

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APPENDIX 12: PHOTO CREDITS

The NOST report includes stock photos to depict frontline workers in the field and situations where trafficking may occur or impact an individual. To protect young children in the photos, their faces have been blurred out. In photos that show young adults, side views have been used in this report.

Beginning of Report

Inside Front Report cover: martin schroeder/EyeEm, Adobe Stock

Pipeline: Roman023, Deposit Photos

Female through blurred window: ichip05, Deposit Photos

Female and two children: CarlosMora, Deposit Photos

Young adult male (two pages): Pixelheadphoto, Deposit Photos

EXECUTIVE SUMMARY

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APPENDICES

Page X: Aisyaqilumar, Deposit Photos

INSIDE BACK COVER

Inside Back Cover: PantherMediaSeller, Deposit Photos

APPENDIX 13: TRANSPORTATION RESOURCES

DEPARTMENT OF TRANSPORTATION ADVISORY COMMITTEE ON HUMAN TRAFFICKING

July 2019 final report⁶²⁴

Red Flags for the transportation industry

Victims of human trafficking can be of any age, race, gender, sexual orientation, religion, ethnicity, socioeconomic background, citizenship (including U.S.), or have any immigration status. The indicators of human trafficking are not motivated by any of these classifications, but rather identify objective signs that may indicate potential criminal activity. While no single indicator can confirm a human trafficking situation, several combined indicators may increase the likelihood that a person is being trafficked, or actively being targeted and recruited.

Red Flag Indicators – Airlines and Airports

- Indicates they are being held against their will
- No control of travel identification, documents, or money
- No freedom of movement or social interaction, such as inability to use restroom freely
- Has no logical means of reaching, or lacks knowledge of, final destination
- Minor does not appear to be accompanied by their legitimate parent or guardian
- Does not know the person who purchased their airline ticket, is picking them up, and/or is traveling with them
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- Disheveled appearance and appears fearful, anxious, depressed, submissive, tense, or nervous/paranoid
- Wounds, whip marks or bruises at various stages of healing
- Branding tattoo that indicates ownership (e.g., barcode, prostitution related language)
- Inappropriate clothing for the location
- Traveling to obtain a job with no specific information, such as who will be meeting them

Red Flag Indicators – Buses/Motor Coaches

- Indicates they are being held against their will
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- No control of travel identification, documents, bus pass, and/or money
- Disheveled appearance and appears fearful, anxious, depressed, submissive, tense, or nervous/paranoid
- Minors traveling without adult supervision
- Minors traveling during the school day
- Offers to exchange sex for a ride/meal, etc.
- Does not know the person who purchased their bus pass meeting them at the destination
- Any acknowledgement of having a pimp or needing to make a quota
- Branding tattoo that indicates ownership (e.g., barcode, prostitution related language)
- Works excessively long hours, is provided few or no breaks, and/or indicates their employer is withholding pay

Red Flag Indicators – Law Enforcement

- Does not know what city they are in or where they have been
- No control of travel identification, documents, or money

- Not allowed to speak for themselves (a third party may insist on speaking for them)
- Signs of criminal indicators present, such as drugs, stolen property, etc.
- Branding tattoo that indicates ownership (e.g., barcode, prostitution-related language)
- Traveling with minimal personal items but carrying condoms, hotel key cards, gift cards
- Controlled or unusually submissive to a traveling companion
- Sounds scripted or provides inconsistent stories
- Behavioral dependence on traveling companion such as looking to companion before answering questions, looking down, fear of companion
- Shows signs of malnourishment, poor hygiene, fatigue, sleep deprivation, untreated illness, injuries, and/or unusual behavior
- Wounds, whip marks or bruises at various stages of healing
- Does not know the person who purchased their ticket/ride, is picking them up, and/or is traveling with them

Red Flag Indicators – Mass Transit (Bus/Rail)

- Indicates they are being held against their will
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- No control of travel identification, documents, bus pass, and/or money
- Disheveled appearance and appears fearful, anxious, depressed, submissive, tense, or nervous/paranoid
- Minors traveling without adult supervision
- Minors traveling during the school day
- Offers to exchange sex for a ride/meal, etc.
- Does not know the person who purchased their bus/rail pass or who is meeting them at the destination
- Any acknowledgement of having a pimp or needing to make a quota
- Branding tattoo that indicates ownership (e.g., barcode, prostitution-related language)
- Works excessively long hours, is provided few or no breaks, and/or indicates their employer is withholding pay
- Signs of bedding in odd locations (i.e., back room of a convenience store)

Red Flag Indicators – Ports/Maritime

- Wounds, whip marks or bruises at various stages of healing
- Branding tattoo that indicates ownership (e.g., barcode, prostitution-related language)
- Does not know what city they are in or where they have been
- Controlled or unusually submissive to a traveling companion
- No control of travel identification, documents, and/or money
- Uses prepaid credit cards and gift cards, such as Green Dot, Vanilla, etc.
- Minors traveling without adult supervision
- Minors traveling during the school day
- No freedom of movement or social interaction
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- Sounds scripted or provides inconsistent stories
- Afraid of uniformed security/law enforcement
- Exhibits evidence of verbal threats, emotional abuse, and/or being treated in a demeaning way
- Lies about identity and/or age
- Does not know the person who purchased their ticket/ride, is picking them up, and/or is traveling with them

Red Flag Indicators – Rail (Passenger)

- Traveling with little or no personal items, such as luggage or bags
- Has no logical means of reaching, or lacks knowledge of, final destination
- No control of travel identification, documents, and/or money
- Seems coached when talking to authority or law enforcement
- Avoids eye contact, interaction with others, or is watchful to the point of paranoia
- Wounds, whip marks or bruises at various stages of healing
- Controlled or unusually submissive to a traveling companion

Red Flag Indicators – State Departments of Education (School Bus Drivers)

- Changes in patterns, such as students who have begun to accumulate frequent absences, or if new or different people are waiting to pick up the student
- Students experiencing mood swings, including signs of irritability, panic or shame that weren't there before
- Changes in physical appearance, such as students who show signs of physical trauma, malnourishment, branding/tattooing or drug use
- Students who are dressed inappropriately for the weather or school
- Students who suddenly have new gadgets, designer clothes, other types of material items they didn't have before
- Any comments by students that suggest they are exchanging sex for money, material items, shelter, etc.
- Any individual who acknowledges having a pimp or needing to make a quota or who works excessively long hours and is provided few or no breaks and/or who has indicated their employer is withholding pay (e.g., school bus drivers may learn that a parent, nanny or other adult close to a student is a labor or sex trafficking victim)

Red Flag Indicators – State Departments of Transportation

- Does not know what city they are in or where they have been
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- No control of travel identification, documents, bus pass, and/or money
- Any acknowledgement that they have a pimp or is making a quota
- Sounds scripted or provides inconsistent stories
- Shows signs of malnourishment, poor hygiene, fatigue, sleep deprivation, untreated illness, injuries, and/or unusual behavior
- Branding tattoo that indicates ownership (e.g., barcode, prostitution-related language)
- A highly controlled and/or hazardous, unsafe work setting (may contain sub-standard, unsafe, and closely monitored housing)
- A work site that has heavy or excessive security measures that seem out of place
- Workers at drop-off/pickup locations that avoid you or are prevented from speaking to you
- Individuals that work excessively long hours and are provided few or no breaks

Red Flag Indicators – State Licensing Agencies (DMV, DOR, DOL)

- Does not know what city they are in or where they have been
- No control of travel identification, documents, or money
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- Any acknowledgement that they have a pimp or is making a quota
- Minors seeking to obtain an ID or an individual seeking to obtain an ID in a different name
- Exhibits evidence of verbal threats, emotional abuse, and/or being treated in a demeaning way
- Sounds scripted or provides inconsistent stories

- Branding tattoo that indicates ownership (e.g., barcode, prostitution-related language)

Red Flag Indicators – Truck Stops and Travel Centers

- Does not know what city they are in or where they have been
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- No control of travel identification, documents, bus pass, and/or money
- Branding tattoo that indicates ownership (e.g., barcode, prostitution related language)
- A vehicle that seems out of place out in a parking lot; a vehicle dropping someone off at a truck and picking them up 15-20 minutes later
- Wearing clothing that seems inappropriate for the location
- No freedom of movement or social interaction

Red Flag Indicators – Trucking

- Does not know what city they are in or where they have been
- Not allowed to speak for themselves (a third party may insist on speaking for them)
- No control of travel identification, documents, bus pass, and/or money
- CB chatter about “commercial company” or flashing lights signaling “buyer” location
- Acknowledgement of a pimp and needing to make a quota
- Branding tattoo that indicates ownership (e.g., barcode, prostitution related language)
- A vehicle that seems out of place out in a parking lot; a vehicle dropping someone off at a truck and picking them up 15-20 minutes later
- A highly controlled and/or hazardous, unsafe work setting (may contain sub-standard, unsafe and closely monitored housing)
- A work site that has heavy or excessive security measures that seem out of place
- Individuals that work excessively long hours and are provided few or no breaks

COUNTER-TRAFFICKING TOOLS

WHAT IS HUMAN TRAFFICKING?

HUMAN TRAFFICKING IS...

Exploiting a person through force, fraud, or coercion

Sex trafficking, forced labor, and domestic servitude

Anyone under the age of 18 involved in a commercial sex act

A highly profitable crime

Borderless-based and does not require movement across borders or any type of transportation

THERE ARE DIFFERENT TYPES OF HUMAN TRAFFICKING

HUMAN TRAFFICKING IS HAPPENING IN THE UNITED STATES



SUBURBS



RURAL TOWNS



CITIES

SEX TRAFFICKING

Victims are manipulated or forced against their will to engage in sex acts for money.



IT CAN HAPPEN TO ANYONE

NO MATTER AGE, RACE, GENDER IDENTITY, SEX, ETHNICITY, NATIONALITY, IMMIGRATION STATUS, AND SOCIOECONOMIC CLASS



FORCED LABOR

Victims are made to work for little or no pay. Very often, they are forced to manufacture or grow products that we use and consume every day.



DOMESTIC SERVITUDE

Victims are hidden in plain sight, forced to work in homes across the United States as roomies, maids, or domestic help.



VICTIMS OF HUMAN TRAFFICKING MIGHT BE AFRAID TO COME FORWARD, OR WE MAY NOT RECOGNIZE THE SIGNS, EVEN IF IT IS HAPPENING RIGHT IN FRONT OF US.

RECOGNIZE AND REPORT HUMAN TRAFFICKING

- To report suspected trafficking to federal law enforcement, call 1-866-347-2423 or submit a tip online at www.icjg.gov/tip
- Get help from the National Human Trafficking Hotline by calling 1-888-372-7888 or text HELP or INFO to 233733 (HELP4U)
- Call 911 or local law enforcement if someone is in immediate danger

WHAT YOU CAN DO

- Visit the Blue Campaign website to learn more about the indicators of human trafficking: DHS.gov/BlueCampaign
- Use Blue Campaign [resources](#) to raise awareness of human trafficking in your community.
- Follow @DHSBlueCampaign on [Facebook](#), [Instagram](#), and [Twitter](#)



Source: [Blue Campaign Infographic](#)

REPORT HUMAN TRAFFICKING

If you observe the following indicators of suspected human trafficking activity, you should report them right away.



No control of travel identification/documents



No freedom of movement/social interaction



Difficulty articulating reasonable/logical travel plans



A non-genuine relationship; particularly parent/guardian-child

Report Suspected Human Trafficking to the Homeland Security Investigations Tip Line:

1-866-347-2423



Source: [Blue Lightning Initiative Infographic](#)

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Michigan: <https://www.clickondetroit.com/news/defenders/2022/03/30/michigan-women-who-survived-human-trafficking-seek-pardons-for-crimes-they-say-were-justified/>
Texas: <https://www.reformaustin.org/texas-legislature/clemency-for-some-human-trafficking-survivors-not-all/>
Tennessee: <https://www.reuters.com/article/us-usa-trafficking-murder/imprisoned-for-murder-u-s-sex-trafficking-victim-will-be-freed-idUSKCN1P1246>
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Iowa: <https://www.pbs.org/newshour/show/iowa-teen-who-killed-her-rapist-ordered-to-pay-150000-to-mans-family>
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²⁸³ National Academies of Sciences, Engineering, and Medicine (2023) ACRP Report 249: Developing an Airport Program to Address Human Trafficking: A Guide. Washington, DC: The National Academies Press. <https://doi.org/10.17226/26911>

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²⁸⁵ English, A. (2016). The social psychology behind “when you see something, but don’t say or do something.” Medium.com. <https://medium.com/homeland-security/the-social-psychology-behind-when-you-see-something-but-don-t-say-or-do-something-3586bfa60651>

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²⁸⁹ In 2018 and 2022, the USDOT convened federal advisory committees on human trafficking and the transportation sector. [83 FR 31638; 87 FR 48222] The USDOT has also convened stakeholders at various public events devoted to this topic.

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²⁹¹ Responsible Sourcing Tool. (2024, January 17). Responsible sourcing tool » Is forced labor hidden in your global supply chain? <https://www.responsiblesourcingtool.org/>

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²⁹³ Wood, J. (2023, June 19) Pilots needed to transport survivors of human trafficking, Lakewood, WA: General Aviation News <https://generalaviationnews.com/2023/06/19/pilots-needed-to-transport-survivors-of-human-trafficking/>

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- ³⁰⁰ Blue Lightning Initiative. (n.d.-c). US Department of Transportation. <https://www.transportation.gov/stophumantrafficking/BLI>
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As a survivor, the need for transportation is not even just a want, it is a need. I currently do not have transportation and I will tell you, it not only limits getting to and from, making essential trips, work, and running errands, it takes a toll on you emotionally which can lead to taking a toll on you physically.

It's not the same situation but it puts you right back in that moment of feeling stuck, trapped like there is no way out. I battle PTSD. Along with that, there is anxiety, depression and so much more. What does that have to do with transportation? Everything. With transportation, when you're having that moment, you are in control. You have the means to put yourself in a different environment. That might include going to the store just so you can be around people. It may include going to visit a friend or going to the park, a public place that can be safer than walking around the area you live in. There is something about getting away from home that helps tremendously with PTSD, depression, and other issues. It can include being able to get a better job so you can support yourself a little better. Or not having to go to work 6 hours early because it's your only ride option that day. Not having to have anxiety about not being able to leave when you need to. For some of us, we have family that may live out of state and unless we have our own vehicle, it may not be safe for us to visit that loved one without a way to leave if needed. I haven't got to see my own mom in 4 years. Then, You also have your basic needs that you may have to go without if you can't find a ride.

You see, transportation is needed to survive.

Lastly, I will leave you with this. Without transportation there sometimes is no hope for those that have not been free yet. Have you ever heard the expression help is on the way? They cannot be on the way without the means of transportation. Thank you."

The Survivor requested to remain anonymous

UPDATE: This survivor was given her very own vehicle a few months after submitting this testimonial. She finally had her Transportation Freedom Day and can go anywhere she wants, at any time, with her own vehicle.



National Outreach Survey for Transportation (2021)
www.unitedagainstslavery.org
feedback@unitedagainstslavery.org