

Understanding the Role of Transportation in Human Trafficking in California

Kezban Yagci Sokat, PhD



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CONTENTS

Acknowledgments	vi
List of Figures.....	ix
List of Tables.....	x
Executive Summary	1
1. Introduction.....	2
2. Background.....	4
2.1 Understanding Human Trafficking.....	4
2.2 Transportation and Trafficking of Persons.....	8
2.3 Transportation and Forced Labor	9
3. Methods	10
3.1 Survey and Interview Protocol Development.....	10
3.2 Survey and Interview Deployment	11
3.3 Survey and Interview Result Analysis.....	12
3.4 Analysis of Labor Violations and Transportation Accessibility.....	13
4. Results	14
4.1 Role of Transportation in Combating Human Trafficking	14
4.2 Transportation in Different Stage of Human Trafficking	15
4.3 Human Trafficking in California and Transportation	22
4.4 Awareness of Current Efforts	29
5. Recommendations	31
5.1 Education, Training and Awareness	31

5.2 Collaboration/Coordination/Partnership	34
5.3 Technology, Data and Analysis.....	35
5.4 Emphasis on Survivors.....	36
5.5 Tackling Human Trafficking in Transportation Industry.....	38
5.6 Development and Implementation of Effective Policies.....	39
5.7 Recommendations about the Forced Labor in Supply Chains.....	41
6. Summary & Conclusions	44
Appendix A	46
Bibliography	52
About the Author	56

LIST OF FIGURES

Figure 1. Exploitation Related Terms in Human Trafficking in the U.S.....	6
Figure 2. Transportation in Human Trafficking Stages (N=58)	16
Figure 3. Characteristic of Human Trafficking Per Modality in California	25
Figure 4. H-2A Violations and Transit Accessibility.....	28
Figure 5. H-2B Violations and Transit Accessibility.....	28
Figure 6. Awareness on California Specific Transit Efforts.....	29
Figure 7. Awareness on Data and Technology	30
Figure A.1 Survey Participant Roles.....	46

LIST OF TABLES

Table A1. Transportation Interview Participant List	47
Table A.2. Industry and Products of Forced Labor	51

Executive Summary

Human trafficking, a form of modern slavery, is the recruitment, transport, or transfer of persons using force, fraud, or coercion to exploit them for acts of labor or sex. According to the International Labor Organization, human trafficking is the fastest growing organized crime with approximately \$150 billion in annual profits and 40.3 million individuals trapped in slave-like conditions. While it is not compulsory to involve transportation for human trafficking, the transportation industry plays a critical role in combating human trafficking as traffickers often rely on the transportation system to recruit, move, or transfer victims of human trafficking for either sex or forced labor. Recognizing the importance of transportation, multiple anti-trafficking stakeholders in California have started initiatives to address the problem.

This project aims to: (1) assess the knowledge about current policies, trainings, public awareness initiatives, partnerships about transportation, and supply chain management among anti-trafficking practitioners; and (2) highlight gaps and opportunities for identifying counter-trafficking strategies, best practices, data collection, information-sharing, collaboration, and legislative and administrative changes.

This multi-method study investigates the role of transportation in combatting human trafficking in California by conducting a survey followed up with semi-structured in-depth interviews with key stakeholders. The expert input is supplemented with labor violations and transit accessibility analysis.

Experts in this study emphasize the importance of education, training and awareness efforts combined with partnership, data, and analysis. Screening the transportation industry personnel for human trafficking is another step that the industry can take. Particularly, sharing perpetrator information and transportation related trends among transportation modalities and local groups could help all anti-trafficking practitioners. Also, the transportation industry can support the victims and survivors in their exit attempts and post-exit life. Examples of this support include serving as a safe haven, and enabling survivors' transportation to services. Transportation should ensure that all of these efforts are survivor-centric, inclusive for all types of trafficking, and tailored down to the needs of the modality, population, and location.

1. Introduction

Human trafficking, a form of modern slavery, is the recruitment, transport, or transfer of persons using force, fraud or coercion to exploit them for acts of labor or sex. According to the International Labor Organization (2017), human trafficking is the fastest growing organized crime with approximately \$150 billion in annual profits and 40.3 million individuals trapped in slave-like conditions. Out of 40.3 million, 24.9 are in forced labor and 1 in every 4 victims is a child.

The transportation industry plays a critical role in combating human trafficking as traffickers often rely on the transportation system to recruit, move, or transfer victims of human trafficking for either sex or forced labor. Moreover, transportation is used to carry the goods made by forced labor in the in-state, inter-state, or international commerce. Thus, the transportation industry plays another critical role in combating human trafficking through transport, logistics, and trade facilitation.

For this reason, the transportation industry has initiated many efforts to develop and implement policies, trainings, public awareness initiatives, and partnerships to combat human trafficking, especially in transportation of persons, in the last decade. Examples include the Transportation Leaders Against Human Trafficking (TLAHT) program, training state Department of Transportation employees, and the Blue Lightning Initiative for aviation industry training.

There are also increased efforts in combating modern slavery in supply chains by a more aggressive enforcement of previous trade legislation, as well as new legislations. Examples include enacting the Trade Facilitation and Trade Enforcement Act in 2016, creating a Forced Labor Division under U.S. Customs and Border Protection (U.S. CBP) in 2018, and an increased number of Withhold Release Orders of goods for which there is a reasonable suspicion of being produced through forced labor.

Continuously having the highest number of human trafficking cases in the United States with a unique geography, economy, and ports, California is key in combating human trafficking through transportation for both the transportation of persons as well as transportation of goods made by forced labor. There are multiple unique efforts in California in both ends. California is the only state to have a state legislation, AB 2034, that requires transit agencies to train their employees on human trafficking. Similarly, California is the only state to have a legislation on supply chain transparency, the SB 657 California Transparency in Supply Chains Act, to combat modern slavery in the supply chains.

Despite all of these efforts, there is limited research on the role of transportation in combating human trafficking. This research, to the best of our knowledge, is a first of its kind. It explores the role of transportation in combating human trafficking in California, both the transportation of persons as well as the transportation of goods through a multi-method study. Three different methods are utilized: (1) a multi-disciplinary expert survey; (2) a semi-structured interview with

multi-disciplinary experts; and (3) an analysis of labor violations and transportation accessibility. The expert set covers a diverse set of individuals from various positions, backgrounds, and roles from both the transportation industry as well as outside the transportation industry.

Through these multiple methods, the project aims to assess the knowledge about current policies, trainings, public awareness initiatives, and partnerships about transportation among anti-trafficking practitioners. It also highlights gaps and opportunities for identifying counter-trafficking strategies, best practices, data collection, information-sharing, collaboration, and legislative and administrative changes.

2. Background

2.1 Understanding Human Trafficking

Before discussing the role of transportation, we first present the terminology used in this space. We mainly utilize the resources from = global organizations such as the United Nations and International Labor Organization (United Nations, 2000; ILO, 2017) when discussing the related terminology. We should note that the terminology and their meanings might change in different regions, locally, federally and internationally due to historical, cultural, and preferential reasons. We refer readers to Bonilla and Mo (2018) for a more detailed explanation of these terminological differences and historical messaging.

Modern slavery refers to several human rights related crimes such as forced labor, bonded labor, human trafficking, and other slavery-like practices. Modern slavery is used as an umbrella term when a person cannot refuse or leave their circumstances due to threats, violence, coercion, deception, or abuse of power. In many places, especially Europe and other continents, the term 'modern slavery' is more commonly used in the last decade after famous modern slavery legislations such as the UK Modern Slavery Act of 2015 and the Australian Modern Slavery Act of 2018 (GRLI, 2019).

Forced labor is defined as “all work or service which is exacted from any person under the threat of any penalty and for which the said person has not offered himself voluntarily” by the International Labor Organization (ILO) Forced Labor Convention, 1930 (No. 29). ILO suggests multiple indicators of forced labor. A single indicator may not be enough to represent forced labor. Taken collectively, the presence of these and other indicators might point to a serious forced labor issue. The ILO forced labor indicators are:

- excessive hours of work or forced overtime
- non-payment of minimum wages
- deductions from wages
- payment of wages delayed or withheld indefinitely
- debt owed to employer or recruiter
- deception about the nature of work or location
- physical or psychological coercion
- abuse of vulnerability

- lack of access to identity or travel paperwork
- dependence on employer or recruiter for housing, food, etc.

Human trafficking or trafficking in persons is “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery, or practices similar to slavery, servitude or the removal of organs” according to the United Nations’ Protocol to Prevent, Suppress and Punish Trafficking in Persons (United Nations, 2000). When the purpose is to extract sex, it is called sex trafficking and when the purpose is to extract labor or services, it is called labor trafficking. Other exploitation forms are debt bondage, forced begging, child soldiers and forced marriage. We should note that the U.S. definition does not include certain purposes such as organ trafficking. See Figure 1 for the related terms in the definition.

Figure 1. Exploitation Related Terms in Human Trafficking in the U.S.

ACTIONS	MEANS Does not need to be present in a situation of sex trafficking of minors	PURPOSE
<p>Recruiting includes proactive targeting of vulnerability and grooming behaviors</p> <p>Harboring includes isolation, confinement, monitoring</p> <p>Transporting includes movement and arranging travel</p> <p>Providing includes giving to another individual</p> <p>Obtaining includes forcibly taking, exchanging something for ability to control</p> <p>*Soliciting includes offering something of value</p> <p>*Patronizing includes receiving something of value</p> <p>*Only for sex trafficking</p>	<p>Force includes physical restraint, physical harm, sexual assault, and beatings. Monitoring and confinement is often used to control victims, especially during early stages of victimization to break down the victim's resistance.</p> <p>Fraud includes false promises regarding employment, wages, working conditions, love, marriage, or better life. Over time, there may be unexpected changes in work conditions, compensation or debt agreements, or nature of relationship.</p> <p>Coercion includes threats of serious harm to or physical restraint against any person, psychological manipulation, document confiscation, and shame and fear-inducing threats to share information or pictures with others or report to authorities.</p>	<p>Commercial Sex Act is any sex act on account of anything of value given to or received by any person.</p> <p>Involuntary Servitude is any scheme, plan, or pattern intended to cause a person to believe that, if the person did not enter into or continue in such condition, that person or another person would suffer serious harm or physical restraint; or the abuse or threatened abuse of the legal process.</p> <p>Debt Bondage includes a pledge of services by the debtor or someone under debtor's control to pay down known or unknown charges (e.g. fees for transportation, boarding, food, and other incidentals; interest, fines for missing quotas, and charges for "bad behavior"). The length and nature of those services are not respectively limited and defined, where an individual is trapped in a cycle of debt that he or she can never pay down.</p> <p>Peonage is a status or condition of involuntary servitude based on real or alleged indebtedness</p> <p>Slavery is the state of being under the ownership or control of someone where a person is forced to work for another.</p>

Source: Health and Human Services

Another key yet tricky term that is related to modern slavery is **exploitation**. Labor exploitation occurs when an employer is unfairly benefiting from the employee's work through unfair wages or wage theft, substandard working conditions, substandard living conditions, etc. While these can be indicators for labor trafficking, they might not prove labor trafficking as labor trafficking requires an element of force, fraud or coercion. When the exploitation involves force, fraud, or coercion, then the case becomes labor trafficking.

Another important terminology is **minor trafficking or trafficking in minors**. When the victim of labor trafficking is a minor, the case is **child labor trafficking**. Similarly, when the victim of sex trafficking is a minor, it is called **child sex trafficking**. It is important to note that when sexual exploitation involves a minor, there is no need to prove the force, fraud, or coercion element to prove sex trafficking.

As mentioned above the use of terminology may differ by location, type of trafficking and based on the person's preference. Even in the expert set utilized in this study, there were preferential differences. While some experts specifically want to use 'modern slavery,' others mentioned they want to refrain from the word since it reminds them of Chattel Slavery. We refer readers to Bonilla and Mo for the messaging of human trafficking in the U.S., and we refer to Schwarz et al. (2022) for a discussion about the general approaches taken when treating the definition of modern slavery and related firms, especially in the European and global context. For the purpose of this study, we use the term human trafficking when referring to the serious exploitation issues in the transportation of people. We use forced labor when referring to human trafficking/modern slavery related crimes in the supply chains. Please note that labor trafficking and forced labor are used interchangeably when referring to supply-chain-related industries such as agriculture and fashion.

As a complex organized crime, human trafficking requires multi-disciplinary efforts. There are two important legislations from the year 2000 for combating human trafficking that shape the U.S. efforts as well as global efforts: the Trafficking Victims Protection Act (TVPA) in the United States; and the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (part of the Palermo protocols) (Victims of Trafficking and Violence Protection Act, 2000; United Nations, 2000). Both legislations aim to combat human trafficking through actionable items: *prevention* of new cases; *protection* of victims; *prosecution* of perpetrators; and *partnership* of stakeholders, known as the 4P paradigm (please note that the goals were originally referred to as 3Ps and partnership was added in 2009 by the U.S. Secretary of State, Hilary Clinton). We refer readers to Gozdiak (2011) and Russell (2018) for the detailed review of the human trafficking research and data.

Human trafficking is a complex hidden crime and is everybody's concern. Thus, there are various stakeholders. Khrishnan (2017) categorizes stakeholders in three areas: those who are directly affected, those who are indirectly affected, and those who are mandated to address the issue of human trafficking. Those who are directly impacted are the victims and people who are closely linked to the victim including family, friends, and community members. The indirectly impacted groups of people include fellow employees, the consumers of the products, and everybody who is invested in the human rights of victims. Khrishnan further divides the people who are mandated to address the issue of human trafficking as the people who are mandated by the constitution and law, such as law enforcement, and others who have self-assigned mandates like non-governmental organizations (NGOs). The stakeholders can have multiple dimensions in this grouping. Also, the key stakeholders change by different efforts and mandates to identify victims. We refer readers to the body of research from the Institute of Migration, and United Nations documents to learn more about the role of different stakeholders and updated list of key stakeholders (UN,GIT/IOM, 2015).

2.2 Transportation and Trafficking of Persons

While there are multiple efforts in combating human trafficking through transportation in the U.S. in the last decade, the concept of combating human trafficking through transportation is fairly new in transportation research. Habermann et al. (2021) demonstrate the role of state and local department of transportations (DOTs) to disrupt human trafficking by providing awareness, conducting training, partnering with local and tribal agencies, and collecting frontline data. Noizet and Schaftlein (2021) summarize the United States Department of Transportation (USDOT)'s effort to combat human trafficking.

The transportation industry, especially the USDOT, targets combating human trafficking within the transportation sectors and develops widespread strategies ranging from leaderships, partnerships, legislations, funding, and data. Launched in 2012, the Transportation Leaders Against Human Trafficking (TLAHT) program aims to utilize the efforts within the different modalities and stakeholders to increase effectiveness through collective efforts such as the “Put the Brakes on Human Trafficking”. The Blue Lightning Initiative, a USDOT, Department of Homeland Security (DHS), and Customs and Border Protection (CBP) training initiative specialized for the aviation industry, is an example of training efforts.

Various legislation has been developed to combat human trafficking in transportation such as the FAA Reauthorization Act of 2018 which requires the aviation industry to train certain personnel on human trafficking. The USDOT Advisory Committee on Human Trafficking (ACHT) is a unique multi-disciplinary task force effort that investigates human trafficking in transportation, and provides recommendations to stakeholders. Another unique effort is the Federal Transit Administration (FTA) which offers grants to local transportation agencies and non-profits to prevent human trafficking. In 2020, the USDOT also inducted the Human Trafficking Impact Award to encourage any organization who shows extraordinary efforts to combat human trafficking in transportation. For example, United Against Slavery, the first ever recipient, developed and deployed the National Outreach Survey for Transportation (NOST) to collect front line data. We refer the readers to the USDOT Advisory Committee on Human Trafficking (ACHT) report in 2019 and Noizet and Schaftlein (2021) for a comprehensive list of efforts in the transportation industry and the USDOT. A 2018 Polaris study, which includes a survey of 127 survivors of human trafficking and a focus group with 26 survivors, provides crucial information on the role of transportation in different stages of human trafficking through the survivor's lens.

Multiple California efforts, especially in transit, were listed in the 2019 ACHT report. Two transit agencies were selected for the 2020 FTA grants which were only given to 24 organizations in the nation. In addition to observing and participating in the federal efforts, California is progressive in its local and statewide transportation efforts in combating human trafficking including training, legislation, and multi-disciplinary partnerships. With its unique AB 2034 legislation, California is the only state with a legislation that requires training in combating human trafficking for transit personnel. The training requires the definition of human trafficking, myths and misconceptions,

indicators of human trafficking, guidance of how to identify at risk populations, and how to report human trafficking. The local collaboration efforts between the Valley Transportation Authority and the local human trafficking commission is an exemplary multi-disciplinary collaboration effort that led the institution of this key legislation. Moreover, multiple airport personnel and airline personnel are trained in combating human trafficking.

2.3 Transportation and Forced Labor

The efforts to combat the transportation of goods made by forced labor (or modern slavery in supply chains which is the more commonly used terminology in the rest of the world) is actually a much older effort than the trafficking in persons. While it was not enforced rigorously earlier, Section 307 of the Tariff Act of 1930 (19 U.S.C. §1307) prohibits the importation of any product that was mined, produced, or manufactured wholly or in part by forced labor, including indentured labor. As mentioned above, the combating of human trafficking in persons in the U.S. was initiated with TVPA in 2000.

The efforts to eliminate slavery in the supply chain increased significantly in the last decade in the U.S., as well as in many other countries, which were partially shaped by California's landmark legislation efforts on supply chain transparency. Recognizing the uniqueness of California in combating human trafficking from the demand side, the State of California approaches the issue from a consumer awareness side, and enacted the California Transparency in Supply Chains Act, known as SB 657 in 2012 (Greer and Purvis, 2016). As a first of its kind legislation in the U.S., as well as in the globe, SB 657 requires retailers and manufacturers doing business in California to disclose their efforts to eradicate slavery and human trafficking from their direct supply chains.

Following SB 657 modern slavery issues in the US and globally gained more attention. Multiple countries enacted similar legislation to address slavery and similar human rights issues in the supply chains such as the UK Modern Slavery Act of 2015, the French Duty of Vigilance Law of 2017, The Netherlands Due Diligence on Child Labour Act of 2017 and the Australian Modern Slavery Act of 2018. The U.S. took multiple measures to address forced labor in supply chains. The number of Withhold Release Orders (WRO), a powerful trade enforcement tool used by U.S. Customs and Border Protection (CBP) to tackle forced labor in supply chains through the detainment of shipments suspected of forced labor, has increased significantly since 2016 (Anasuya and Roggensack, 2020).

There is only a handful of research on the SB 657, especially in the outcomes of the SB 657. The available quantitative research focuses on general compliance measures of company statements, but lacks any qualitative in-depth analysis, especially multi-disciplinary practitioner input is missing (Birkey et al, 2018; Ma et al., 2016). Moreover, since the SB 657 is a state legislation, more attention is needed to be paid to supplemental legislations and efforts in the intersection of transportation and other unethical behaviors in the supply chains.

3. Methods

This study employs a multi-method study to gain an understanding of the transportation industry's role through both multi-disciplinary practitioner input and quantitative data analysis. The three methods utilized are: (1) a survey; (2) a follow-up interview with interested survey participants; and (3) data analysis on labor exploitation and transportation accessibility.

3.1 Survey and Interview Protocol Development

In the last decade, there have been a few valuable multi-disciplinary survey and interview efforts to understand the general characteristics of human trafficking in the U.S., which help with protocol development. These mostly include some questions about how transportation is used in human trafficking. Owens et al. (2014) conduct interviews with a comprehensive list of anti-trafficking stakeholders such as labor trafficking victims, service providers, legal advocates, and local and federal law enforcement officials to understand the nature and characteristics of labor trafficking victimization in the U.S. The interview questions include questions about the most common forms of movement or transport used by traffickers, and migration patterns (city/route). Barrick et al. (2013) conduct surveys and interviews with anti-trafficking stakeholders including victims, law enforcement, and community members such as outreach workers. The interview questions include abusive practices during transportation, migration, and in the transportation network, and questions concerning requests to carry goods during transportation (mainly drugs and weapons). Zhang et al. (2014) conducted interviews with unauthorized migrant workers in San Diego. The participants were asked about abusive transportation and labor experiences. In addition to these studies, Farrell et al. (2008) presents questionnaires about law enforcement personnel's understanding and experiences about human trafficking. This study provides questions about general awareness for human trafficking.

Questions on the transportation of victims of human trafficking benefited from the resources mentioned in Section 2.2, especially the 2019 ACHT report and the 2018 Polaris Study. Questions on the transportation of goods made by forced labor utilized PI's previous work about assessing the impact of modern slavery allegations in supply chains (Yagci Sokat and Altay, 2022).

The survey and interview development also significantly benefited from the PI's involvement in grounded human trafficking problems as an expert and leader in local, state, and national efforts for both the transportation industry and other stakeholders' anti-trafficking initiatives. For example, she serves on multiple nationally well-known human trafficking task force subcommittees such as the Cook County Human Trafficking Task Force Labor Trafficking Subcommittee, and the Los Angeles Labor Trafficking Subcommittee, where she regularly interacts with multi-disciplinary anti-trafficking practitioners. PI also serves as the Forced Labor Working Group Chair and the Analytics Working Group Member in the NOST under the USDOT Human

Trafficking Impact Award, where she interacts with individuals from both the transportation industry as well as other anti-trafficking practitioners from governmental organizations, non-governmental organizations, and private industries.

The survey and the interview questions were reviewed by 10 multi-disciplinary experts who are knowledgeable about human trafficking in California, human trafficking and transportation in general, and their intersection. Following expert feedback, survey and interview protocols were updated, and approval from the Institutional Review Board (IRB) was obtained. The survey questions were migrated to Qualtrics, and a test survey was sent to three practitioners to ensure the technological compatibility of the survey.

3.2 Survey and Interview Deployment

The main task in this project is to ensure having key a comprehensive list of anti-trafficking stakeholders as participants to present an accurate understanding of the current standing of human trafficking, and provide valuable recommendations to the transportation industry.

The key anti-trafficking stakeholders were defined as “anyone interested in combating human trafficking, such as but not limited to law enforcement, service providers, government personnel, medical providers, volunteers, etc.” The scope of participants was kept broad to ensure perspectives from different roles and backgrounds. Experience within the transportation industry was not a requirement.

A list of potential key stakeholders and the recruitment of participants also highly benefited from the PI's involvement in local, state, and national human trafficking efforts both at the intersection with the transportation industry's efforts and other industries' efforts. PI targets three main channels for collecting potential stakeholder contact information and survey distribution: (1) multi-disciplinary human trafficking task forces; (2) statewide anti-trafficking agencies and reports; and (3) key transportation personnel. As a member of multiple nationwide human trafficking taskforce subcommittees, PI's main channel was the distribution through the multi-disciplinary task forces across California. The list of collaborative models and statewide efforts in California was accessed from California Against Slavery, a non-profit working on connecting the parties working on combating human trafficking through a directory of organizations and agencies that provide services to victims and survivors of human trafficking, and the Department of Health and Human Services. If the contact information for the chair, co-chair, coordinator, or similar roles were readily available, they were asked to partake and/or distribute the study information among their members. When the taskforce websites share information about their members and/or presenters, those members were also listed as potential participants. The taskforce list was accompanied by any human trafficking related key state agency contact information and report details such as the Little Hoover Commission reports and the California Office of Emergency Services. Then, finally, key transportation industry stakeholders were added to the list such as the California Department of Transportation, transit agencies, and airport personnel.

The survey was sent in April, June, and August 2021. Participants were given the option to participate in a follow-up interview. Semi-structured interviews took place in July 2021 and February 2022 via Zoom and phone.

3.3 Survey and Interview Result Analysis

A total of 72 experts throughout California participated in the survey. The participants were given the option to answer any questions they would like to and leave out others. Thus, some questions have more answers compared to others. Survey participants include a wide range of roles and backgrounds from anti-trafficking practitioners such as law enforcement personnel, service providers, government personnel, survivors, volunteers, etc. The participants also include multiple transportation industry personnel who are interested, and experts in human trafficking such as law enforcement personnel in transit agencies, transit operators, management personnel at transit agencies, flight attendants, and Transportation Security Administration (TSA) representatives at a large airport, and port personnel. Figure A.1 shows the distribution of survey participants.

Majority of the survey questions were categorical questions (dichotomous/matrix of dichotomous or checkbox questions). They are analyzed in counts or percentages and mainly represented using bar charts. Participants were asked about their thoughts on the role of transportation and their recommendations in open-ended questions. These were analyzed using thematic analysis. Twenty-five participants volunteered for a follow-up interview, which took place July 2021 and February 2022 via Zoom and phone. Like the survey participants, interview participants come from a diverse set of backgrounds and roles such as law enforcement, city attorneys, district attorneys, anti-trafficking coordinators, survivors, government personnel, advocates, etc. The list also includes multiple individuals with multiple roles and backgrounds including some at the transportation and human trafficking intersection to the extent that they provide training for other transportation personnel and serve on anti-trafficking focused non-profits. For example, one of the individuals is a flight attendant who is also an anti-trafficking advocate working in a non-profit to educate other flight attendants. Another participant who is a survivor of human trafficking is now overseeing anti-trafficking efforts in a large healthcare center. All twenty-five participants are located and/or operating in California with local, statewide, or national operational coverage. The participant list also includes multiple anti-trafficking practitioners who are experts or experienced in labor trafficking and minor trafficking (please note that it is harder to find experts on these topics compared to sex trafficking). Table A.1 demonstrate the characteristics of the interview participants. Please note that all participants were knowledgeable/experienced about sex trafficking. Additionally, 19 participants mentioned their awareness on labor trafficking/forced labor relates issues in the supply chain. Table A.1 includes detailed notes about their knowledge on labor trafficking/forced labor in supply chains.

Interviews were audio recorded (except for one interviewee who requested no recording) and transcribed. Transcripts were reviewed for accuracy and coded by the author, who is the sole PI of the grant and the interviewer, using the software program NVivo. For the unrecorded interview,

interviewer notes were used. A hybrid approach of thematic coding and categorization was employed to analyze the data as outlined and implemented in Gibbs (2018). The construction of the codebook started with a set of codes, such as the industry, modality, vulnerability based on the interview questions, and initial themes such as the role by stage of transportation, awareness, training, and education. The codebook was followed by the newer themes/sub-themes appearing during the analysis, such as survivors and rare events.

3.4 Analysis of Labor Violations and Transportation Accessibility

Human trafficking is a hidden crime. As a result, there is limited data on it. In order to complement the expert input with potential California-related human trafficking data, PI reached out the potential entities for data access, such as the California Governor's Office of Emergency Services, but could not gain access. Instead, we pull from the Department of Labor Wage and Hour Violations, which has an open access database, to understand potential labor exploitation in the State of California. We should highlight that this is not labor trafficking data. However, in general, violations can be indicators of potential exploitation and trafficking. We analyze the violation by geography, industry, time, and violation type using Excel and hotspots are mapped using ArcGIS. Immigration status is a well-known human trafficking vulnerability, especially for migrant seasonal workers. Thus, we investigate wage and hour violations for H-2A visas, which are issued to seasonal agricultural workers for temporary work, and H-2B visas, which are issued to non-agricultural temporal work. We also study the H-1B violations and Fair Labor Standard Act (FLSA) violations. FLSA mandates the payment of minimum wages and overtime compensation by employers. The FLSA also provides that it is unlawful for "any person" to transport, ship, deliver, or sell in interstate commerce any goods produced by persons who were not paid in compliance with the FLSA.

In order to understand the potential relationship with the transportation industry, we also investigate transit accessibility per violation type using ArcGIS. We obtain the transit accessibility data from United States Environmental Protection Agency.

4. Results

The results of the survey participant's and interview participants responses are presented on the topics of the general role of transportation in combating human trafficking, transportation in different stages of human trafficking, the general characteristics and trends of the intersection of human trafficking and transportation in California, awareness on the current efforts with respect to transportation, and recommendations. Expert input is included, both from the survey and/or interview when possible. Also, these results are supplemented with the analysis of labor violation and transit accessibility in California. We refer the readers to Yagci Sokat (2022a) for more information about the results for transportation of people and Yagci Sokat (2022b) for more information about the results for transportation of goods made by forced labor.

4.1 The Role of Transportation in Combating Human Trafficking

In the beginning of the survey, participants were asked to provide their thoughts on the role of transportation in combating human trafficking in an open-ended question format. Some of the roles listed from 58 respondents include:

- Transporting victims

Incredibly important as while it is not a requirement for trafficking, transport to/from specific locations where victims are trafficked and moving victims around to keep them disoriented both play a huge role in HT [Human Trafficking]. (Survey Participant 64)

- Recruiting victims

The transportation industry represents a main role for the human trafficking to operate. To me, the transportation system has a duality in its functions, since the trafficking network usually relies on the system to operate but also, it is the same system that allows victims to escape from traffickers (depending on how safe and affordable/flexible/human this service can be). Transportation plays a role during recruitment of victims and to operate the business itself. (Survey Participant 12)

- Allowing victims exit through serving as safe place or identifying victims

I think this is an integral part of intervention and prevention when it comes to trained transportation service personnel knowing what to do and how to help. If standard protocols were in place for public transportation services across the state or nation when it comes to providing a safe place for minors there could be a mass prevention effort for youth traveling alone. (Survey Participant 65)

- Isolating and controlling victims

Transportation is utilized to isolate the victim, by moving victims away from familiar community and support. It continues to be utilized to bring/deliver victims to areas where they will be required to work. (Survey Participant 48)

- Preventing human trafficking

They have the potential to recognize and stop or prevent human trafficking. Checkpoints, rest stops, routine traffic stops. As a survivor, I had contact with law enforcement, department of agriculture, DOT, and highway patrol and none of them recognized me as being in a trafficking situation. Those were 5 opportunities for rescue. (Survey Participant 18)

- Supporting victim/survivor healing through access to services

Victims being transferred to different locations or utilizing transportation to leave a violent or dangerous situation/being stuck somewhere because they are unable to access transportation services. Lack of transportation to and from service providers also hinders healing. (Survey Participant 72)

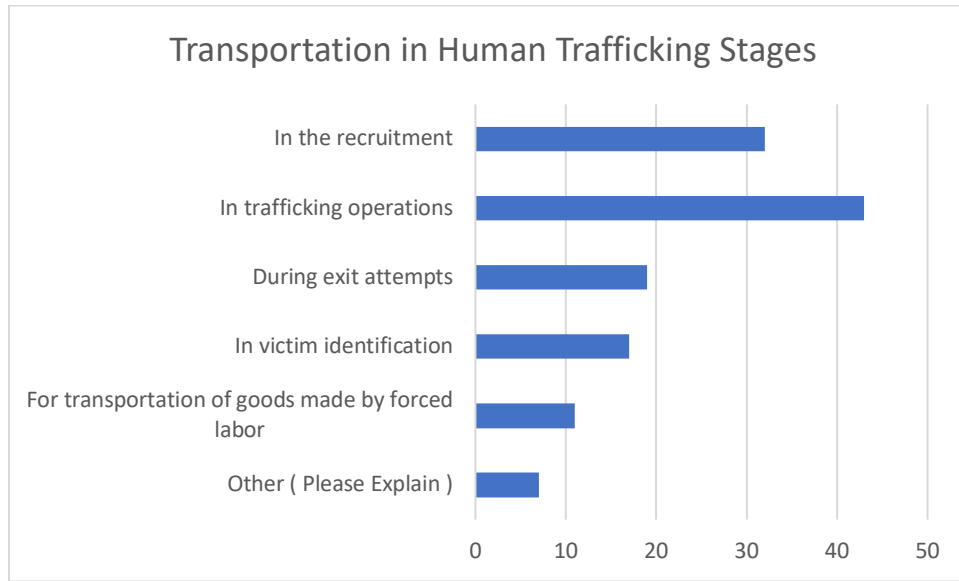
- Collecting information

Excellent source of securing information to prevent the trafficking. (Survey Participant 68)

4.2 Transportation in Different Stage of Human Trafficking

Survey participants state that transportation is mostly used in trafficking operations (Figure 2). Among the 58 respondents who answered the question, only 11 mentioned that transportation has a role in combating human trafficking through the transportation of goods made by forced labor. All 25 interview participants were aware of the use of transportation for different stages of human trafficking. 19 interview participants mentioned their awareness of forced labor in supply chains (i.e. transportation of goods made by forced labor).

Figure 2. Transportation in Human Trafficking Stages (N=58)



Transportation in Recruitment

Traffickers utilize transportation in the recruitment stage in many ways, especially in bringing the victim and the trafficker together (or victim to the place of exploitation) and facilitating initial encounters. For sex trafficking, it is common to use transportation to meet with the victim after an online introduction. In labor trafficking, transportation is heavily used to bring the international victims into the U.S.

What we have seen for sex trafficking for the recruitment is after an online chat the trafficker will send a bus ticket for the soon to be victim to come visit or the trafficker says “Hey why don’t I come down to San Diego and we’ll hook up” and so the trafficker or victim themselves sometimes takes a bus down to San Diego. We know on the labor trafficking side, what we have seen, which I don’t mean to say like we’re not seeing everything right on labor trafficking, is coming in from Asia into San Diego and I don’t know exactly if the port is LA or New York. (Interview Participant 19)

Multiple participants also mention the use of transportation, especially public transportation, as the recruitment grounds. Among the expert set, a couple of them have worked with victims who were initially approached on a bus, train, or at a bus or train station. The traffickers specifically target the vulnerable populations such as minors, homeless groups, or people who seem to be oriented to initiate the conversation and even offer help.

Well, I believe the transportation is often, a meeting location where the perpetrators can use the transportation system to have encounters with potential victims and often in such a manner within public transportation system that the potential victims are not easily able to get away from the perpetrators when they’re trying to do their recruitment, because it may be

on a vehicle it's in motion, whether bus or train or you know, maybe less or so at a station, because they can always walk away from that once the vehicle is in motion, the perpetrators have access to the victims or potential victims in an environment they can attempt to, you know, do recruitment. (Interview Participant 7)

I have seen those type of examples. [In] one of the major cases that I worked on, that was the initial approach, the individual victim was under age at the time [and] was waiting at the bus stop to go to home and this person that was there, what they've done before they approach that individual, started having a dialogue with them. In this case, it was complimenting them "hey why don't we hang out" [and] was able to get that person to get on the bus with them [and] go [the] opposite direction, more they were initially going to go and then the trafficking started at that point. (Interview Participant 10)

One training that I've done repeatedly is that Anchorage airport, they have a team dedicated within their airport, not even the airlines that is very much aware and combating this and they do an incredible job probably one of the most on the offensive towards combating and preventing human trafficking that I've seen of any airport. And they know that in the State of Alaska it is absolutely a destination for trafficking, because of the vulnerable outline communities that have various vulnerabilities of poverty, and even addiction and some of those are due to many different things, but there's destinations that traffickers will seek out and go to and they're also recruiting from these vulnerable places, so we see at Anchorage airport, for example, there are traffickers coming in. And there're also victims being trafficked out of Anchorage airport, because I think you know, one of the keys, I know you know is vulnerability. Those that are vulnerable, whether it is poverty from natural disasters from a weakened family network or social structure or family structure. they're vulnerable and there's a lot of that all over the nation and all over the world, but in specific places where vulnerability is greater, there is much more opportunity for traffickers to recruit, to bring out and also to go to these destinations. (Interview Participant 18)

Transportation in Trafficking Operations

Similar to the survey results, the interviewees also state that transportation is heavily used in the trafficking operations and many different uses of transportation are mentioned during the period of victimization. The most frequently mentioned purpose is to transport victims from and to "work". The preferred modality depends on the type of trafficking, the distance to the "work" location, and the purpose of the trafficker. In sex trafficking especially, private cars and ride sharing services are used to bring victims to "dates," while busses and vans are preferred when moving the victims between their housing and the work location. Moreover, for their own security, traffickers choose to use multiple means of transportation and relocate victims to other cities or states temporarily. This also serves to disorient the victim and disables their access to help/support from the community. Along with transporting the victim from and to the "work" location, transportation is used to control the victims by limiting access to it.

What we heard about was that they have very limited access transportation, and so transportation was a means of control, so it would be taking somebody from where they were housed to the work site and back. A victim who were brought in legally through the agricultural visa, they were forced to extend their stay and became illegal, but through all that transportation was used to keep him. They are very strictly limited from their workplace, they were isolated where they were working on an agricultural field and transportation was used to bring them to where they were residing...Another victim that I talked to she didn't have transportation, she was working in the health care facility and was living in the facility. She was stuck on site, I can't remember I think she got here by plane and I think it was another one of those situations where she came on a legal visa actually. Actually, everybody I talk to come here legally. Mostly what I heard about from their experiences, how denying transportation was a tool to keep people. (Interview Participant 3)

What I have learned about some labor trafficking that was taking place at Levi stadium for, for example. From law enforcement, I learned that there were groups of individuals transported by car in bands between northern and southern California and they would be dropped off. At the at this at this instance on time God is at the Levi stadium in advance of events and ended up being a ring. So, there were several individuals being exploited and dropped off in areas, the mode of transportation was the vehicle, and the individuals are stripped from their identities, you know there any type of card identity that they had they didn't know where they were because they get disoriented, they couldn't, they didn't even know what city, they were in. And they were all being have housed at you know, a central location I don't know if it was a home or warehouse or what but that information or those circumstances I think are common, particularly with labor trafficking victims, where their groups are transported from one region to another and particularly if individuals, you know don't know the language it's very hard to follow where they are one day to the next. (Interview Participant 22)

Multiple participants also mention the role of the transportation vehicle as the place of victimization. This is more commonly mentioned regarding vehicles in the sea such as ships boats, especially fishermen and personnel on the ships. Forced begging and sales crews on transit are also mentioned for child labor trafficking. Other commonly mentioned transportation vehicles are trucks and vans for sex trafficking.

I've seen it on ships Filipino workers on ships and that we have the sea men I've also seen it where there was fraud in foreign labor contracting it didn't rise to the level of Trafficking but they promised them, you know certain things, and they didn't do it, or the job really wasn't there or once they got there they were. There was exploitation, it was different from what they promised, but there has been trafficking on ships and usually they're people from Philippines or China or something like that when there were the Thai, there was a big case, the fisherman case where there were a lot of Thai workers and legal aided work. (Interview Participant 16)

With the fisherman I learned if they work in the on the boat apparently the captain Who hired them don't have to find visa for them so they don't have to have a visa to work if you are catching tuna fish on a boat, but they are not allowed to touch the earth off the US that's why they are stuck in the ocean, and if they are being abused, they can't do anything where are they going to run? To be eaten by sharks in San Francisco water so when they ran away, they ran away here in San Francisco and Fisherman wharf and they become undocumented or illegal because of that so that's one thing that's interesting. (Interview Participant 11)

I had actually colleagues, that were working in labor trafficking and we noticed this, so there are minors, especially who will be on public transit systems usually railways like a bar or something in the Bay area during school hours or during a time when you know, they should be in school and they started selling members, you know, like collecting money for sports team, or even selling candy or doing things like this and you'll see the you know the same kids usually boys and started noticing when I was taking public transportation at different hours when they stopped working a nine to five job. And I was on public transportation, you know you start paying attention and there's definitely trafficking going on there because I've seen their handlers. You know the handler keeping the keeping an eye on them I've seen sort of the sort of a little desperation, the sort of help this you know, on the faces of these boys are you know so I mean even something like that it's definitely happening and it's happening everywhere, you know I've seen that everywhere. (Interview Participant 13)

Transportation in Exit Attempt/Victim Identification

The importance of transportation personnel, especially the public transportation and the trucking personnel, was continuously highlighted by the study participants as they are the eyes and ears of our society.

I think that that's very important and that truckers have a large role to play and because their eyes and ears on our freeways, you know they're ones as they transport goods they can see the different stages of how things move across the nation and across the state so they can also see patterns potentially in certain areas if there's a truck stop that has a pattern of providing girls for services, to know how to report that I think is important and maybe that the larger picture of that data from the certain truck stop is who's around that rest stop, what are the local services that are in the area, or what needs to be for those that are victimized there, you know that yeah I feel like that that victim identification is key, through those that are operating public transportation and private trucking. (Interview Participant 24)

Moreover, importance of access to safe transportation to enable successful exit options was also highlighted by multiple participants. Due to many different reasons in most cases, especially for sex trafficking, exiting the life successfully takes 7-10 attempts (Hickle, 2014). Also, as mentioned before, many traffickers control the victims' movement by waiting for them while the work/service is extracted in both sex and labor trafficking. They also control the ID, immigration documents, and money so that it is extremely hard to exit by themselves. One interview participant mentioned

that their clients' housing was guarded with security personnel with guns and some of the victims who tried to escape were beaten. Thus, access to safe and affordable transportation when the victim is ready and/or able to exit is crucial.

What we have seen here is, we had one girl get here via Lyft. We originally got a referral to her from one of our shelters I went and picked her up in our van and brought her back here to the Justice Center we got her set up in a shelter. She did not last quite the full weekend, she was there Friday and Saturday night and then by Sunday she fled and I think she went back to the trafficker but our interaction with us must have been, we must have made a positive impression, because this was when I met her when we caught in contact with her, it was right at the very beginning of COVID this was must have been like in June of 2020, and so we worked with a very close to we stayed in contact, whether we just explain what we did, even though we had our cell phone number, and she wouldn't really talk to us, we would just check in and say hey we're just want to see how you're doing. When she was down in Union city, then when she was in Antioch. She would reach out to us at times when it was tough. And we told her you know can get you here, if you can, if you can just get to this location, you know, a family Justice Center in the you know Bay area, we can we can assist you they can get you safe. And she ended up getting an uber or a lift one of those two here I don't know how she paid for it, but she got here on her own. I don't know if she pocket if she did a trick to this, you could pocket the money and get here I don't know. But She has utilized ride shares when she was trying to exit. I have heard about some of the victims that we've served they've called family members, when they were trying to get back to the State and family members of purchase them airline tickets. (Interview Participant 17)

Post-Exit/Victim Support

Transportation is an integral part of anyone's life to continue their daily routine to get to work/home or any other necessities. In addition to this, victims/survivors of human trafficking need access to transportation to get services for their health needs, immigration, or any other need to heal and reintegrate into society. Interview participants mention that the most common victim/survivor transportation support mechanisms are the vouchers/transportation cards, ridesharing access, and airline tickets. Organizations provide transportation support to victims/survivors depending on the victim/survivor's needs and preferences, and the availability of support for the organization. Victim/survivor needs can change based on the exploitation conditions, exploitation locations, and victim vulnerabilities. Their needs also highly depend on the availability and affordability of safe transportation in the preferred post-exit life location.

If we were able to get a victim into shelter, if they want to stay in a rehab. I gotta be honest, a lot of times they are dealing with addiction so they'll go sometimes immediately into a live-in drug rehab program. Sometimes they stay, sometimes they don't. But what we provide here through grant funding, we have funding for transportation for bus passes, so we can give them unlimited bus passes for transportation around. I find that some of them are opposed to

bus transportation, because they don't feel safe, they feel like they're too vulnerable on the bus if somebody sees them, right, then on public transport somebody else say something so. What we do is, we have a van for our family justice Center and then what we can do is you know if we know that the victim is in a secure location and we're not going to be in danger doing transportation, we will provide transportation to and from the service providers. (Interview Participant 17)

In our organization, we provide vouchers if they're needed so it's really on a case by case. It's really about meeting the needs of the clients. So, once they come out and they report to us. What happens is we find out that there's that need and prior to enrolling them, we have to meet with them, so they come to our center and once we enroll them in services we purchased. Once they've escaped will purchase the tokens for them to use the train and so that they can come to our center, they can go to their place of worship or wherever and we'll even train them on how to use that, and this is pre-Covid So we would be able to also in the past, provide an uber or a lift because some people have no sense of where they are, they have no communication like they can't speak English at all they're literally mono lingual Thai speakers. So, we've been able to do that, but we try not to do that because it gets expensive. And, most of the time because we're located in Los Angeles their highest financial need is the ability to pay their rent. So, a lot of the times in the past, when I enroll folks in our programs, we pay rent first, because we want to make sure that they have a roof over their head and anything else is kind of secondary. But through the Metro we're able to also get some discount on those. So, if we you know we use certain like low-income-based kind of eligibility, we can meet those needs through those vouchers. And then we work very closely with IOM to make their relatives, who get the T visa can come reunite with them in the United States. So through the IOM those visas are applied for in the home country and they can come into the country IOM books those commercial flights travels in a group has an escort for them so that they can transition appropriately at each airport and meet them in the United States, so that there's more air travel for the family and then, once they arrive we integrate them into the society and make sure they can use the public, transit and provide the vouchers again so that they can use the metro and the bus if it's available to them, but we also provide them with we've provided gas cards before, because some people live in rural communities where there is no public transit and the only option like we only do that if that's the only option, so that way they can they can get around in their community so we've done that too. The TBAT program is very flexible, it also allows us to purchase like these, like gift cards that aren't tied to food or so that they can they can use it wherever they need to use it so that's a recent development in the past we were not allowed to do that it really had to be tied to certain needs and they have like a very low limit for any petty cash, so I think the expenses have been expanded to meet the needs of the victims. (Interview Participant 4)

The Transportation of Goods Made by Forced Labor

As the name suggests, transportation can be used to bring the goods made by forced labor to the customers. Ports were mentioned commonly for this purpose, especially for international products.

Two parts: 1. Direct: Supply Chain of slave labor 2. Indirect: Movement of products and goods produced by slave labor. (Survey Participant 2)

The most commonly mentioned industries were the agriculture and the fashion industry. Multiple participants mentioned their knowledge about famous lawsuits from California with regards to the cacao and seafood industry. Table A.2 in Appendix shows the details of the industries and the products mentioned by the experts.

Angeles both city of LA as well as county of LA El-Monti area is probably the largest in the country for garment contractors. Los Angeles, is also actually the hub of the heart of the garment industry itself... For the garment industry in the entire world, so this is the control Center. Products with garment industry separated between retailers, manufacturers and contractors. So, retailers usually set the price, sometimes manufacturers also set the price And then you know contractors obviously produces on the bottom end, and this is where you know you hear sweatshops it's always going to be a garment contractor side. (Interview Participant 1)

4.3 Human Trafficking in California and Transportation

Transportation-Related Human Trafficking Trends in California

In this section, we present the general characteristics of human trafficking in California and the intersection with transportation. We demonstrate the general role of transportation in a number of human trafficking cases in California, and potential trends in the use of different transportation modalities in the state. We then discuss the modality-related trends by trafficking type, geography, and industry.

All of the interview participants agree that California's geography, and its influence on transportation channels, has a huge impact on the California's human trafficking problem. Participants particularly mention the size of the state, the borders, and the transportation infrastructure, especially the ports and highways. Moreover, the population size, tourist places, and high demand and supply for human trafficking attracts traffickers. As a result, the role of different transportation modalities to bring in/transport/distribute potential victims of human trafficking in-state, inter-state or internationally is in need of study. California is also famous for its agriculture, which is known as a potential industry for human trafficking, especially for migrant seasonal workers with certain visa types. As a result, California acts in many different roles as an origin, destination, transit, and hub of human trafficking.

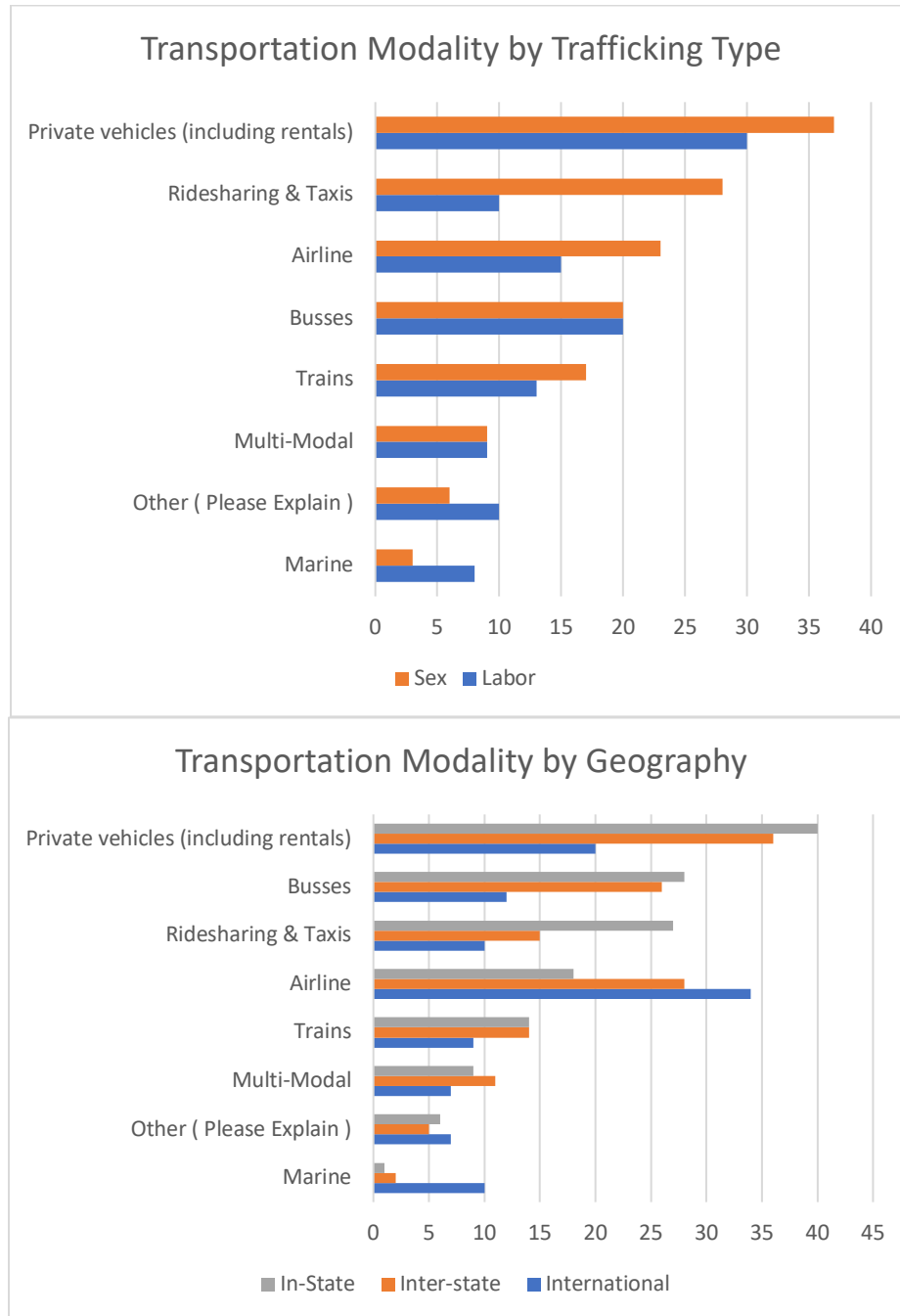
I think there are several that would come to mind, you know California trafficking one thing we are a destination for a lot of travelers and so that brings a lot of people here. From the perspective of a trafficker where you have a lot of people, you have potential customers, so that probably or potential victims, and so, for a trafficker they probably see California as being an area where they have a lot of potential victims to target and they have a lot of potential customers to conduct the traffic into. And so, I think just our population definitely makes us a target and the fact that we are destination, I think the volume of people that are here makes it difficult to track geographic dispersion. We have 58 counties in the state, and so, if traffickers are moving between counties, sometimes, it becomes difficult to track the activity. You know and that's kind of an intelligence function there to be able to figure out somebody's been contacted in Sacramento and somebody's been same person's been contacted in San Francisco or Los Angeles. You know our people putting together the information pieces to see the entire picture of what's going on, and so that makes it quite difficult, and so corridors like our Bart system is in five different counties and now we're in Santa Clara what's our most recent candidate, we have a partnership of VTA, but we have very good ability to track what happens at Bart stations, whether they're in Santa Clara county or San Francisco County, Contra Costa County, Alameda County, San Mateo County. We know what's happening in all of those counties and so, if somebody's being contacted for suspicious activity at one station we're going to have very good tracking on whether they're contacting another station, and so, because it's within one jurisdiction for Bart, but when you look at a highway interstate five or highway 101, those types of situations are going through so many different jurisdictions you don't know that if the Oakland police department contact somebody in downtown Oakland, whether they would make a connection with that same person being contacted with similar types of behavior down in Los Angeles or San Diego or another county, and so I think the geography of the state, probably makes us attractive because it becomes difficult to track things that are happening in those areas and there are probably potential victims and of human trafficking products throughout the state. (Interview Participant 7)

I think it's the fact that we have the border as well, very closely, I mean the borders, right here, we have. We're like right on the on the coast also of the ocean right there's a lot of like ships as well, like, I know, there was a client who was transported through the cruise line like it happens and you know there's just a lot of docks right there's a lot of peers here. And the fact that, I mentioned that this highway runs through the entire state. It turns the 99 into the five freeway and it goes to Nevada, and it goes to Arizona it goes to Texas right so it's all in this course, and I think that it's also the diversification of California itself right there's just so much happening all the time and every there's so many people traveling to California, they want to be in California, and I think there's always that movement, there's always a movement of people and the demand is high in California. I'm talking specifically regarding sex trafficking survivors, you know labor trafficking, and we know that there's so much agriculture here there's so much agriculture in California and its beautiful weather right so then there's always almonds there's always like there's always, fresh veggies and nuts and things like that are produced here, so we know that there's just there's so much happening California and makes

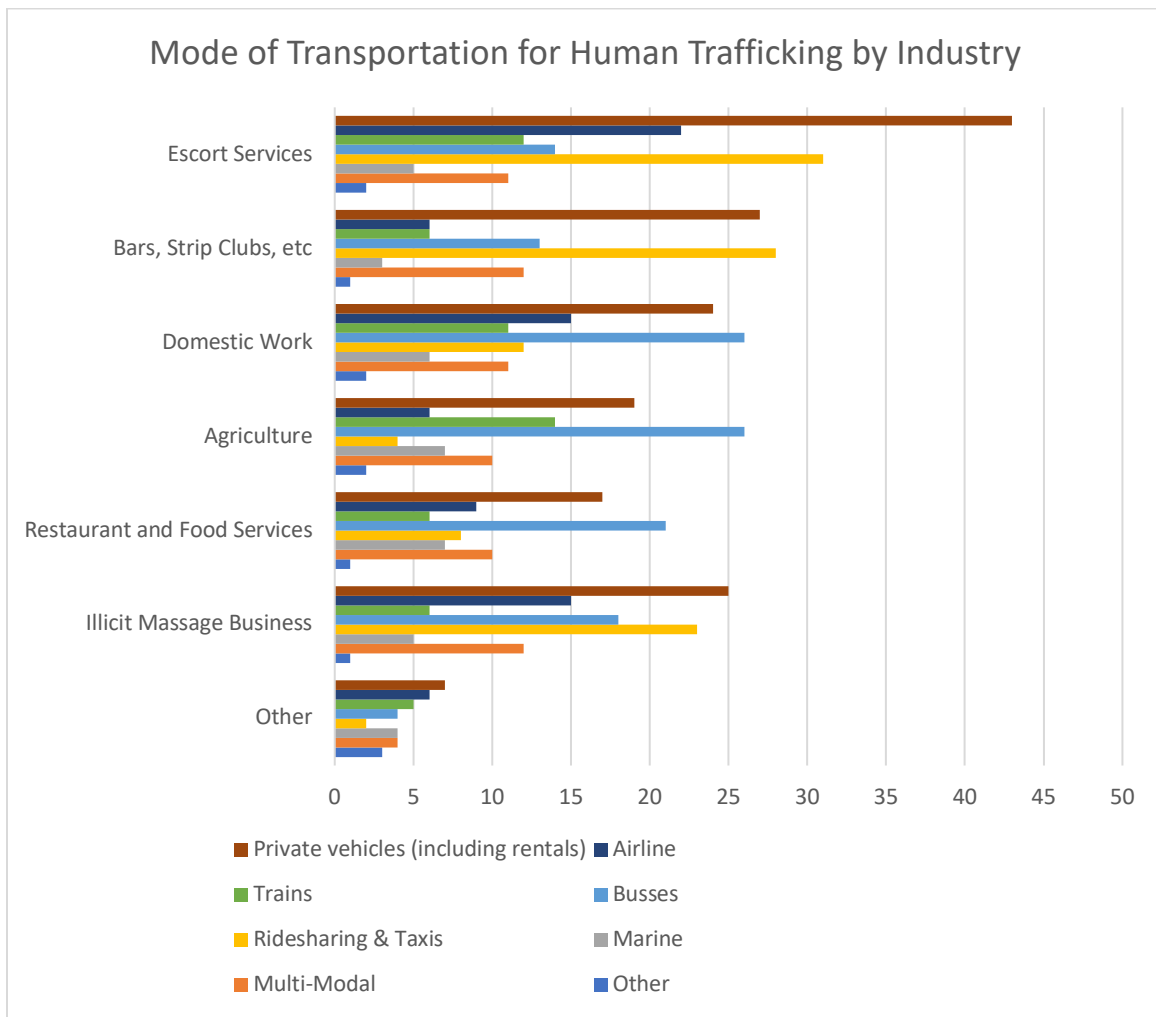
us such a hotspot. And even on the National Human Trafficking hotline and Polaris project and we pull up the maps like California has always been in the heat of trafficking always since the since the beginning of time. California has always had so much traction and I think that those because there's also tracks right there's also like a history of sex work in California that I think that has just unfortunately just stayed here. In Oakland they have plenty of trucks and behind Disneyland, they have like an entire street dedicated to sex work, and so I think that there's always there's always that demand that kind of labor trafficking and sex work that will never dismantle it feels like. (Interview Participant 8)

Both survey results and the interview results show that private vehicles are the most commonly used transportation vehicles in the state of California followed by ridesharing. Both survey and interview results confirm that vehicle preference depends on the type of human trafficking, geography and industry type (Figure 3). For example, for sex trafficking, private vehicles and ridesharing are still the first choices of transportation modalities, but for labor trafficking, buses seem to have become the dominant transportation tool. Also, as expected when the dispersion between locations increases, other modalities such as air travel become more prevalent.

Figure 3. Characteristic of Human Trafficking Per Modality in California



(a)



(b)

Figure 3a: Use of transportation modality by type of trafficking (N =50), Figure 3b: Use of transportation by geography of the trafficking (N = 50), Figure 3c: Transportation Modality by Different Industry (N = 46).

Almost all interview participants mention that private vehicles and ridesharing services are commonly used for circular trafficking (i.e. use of routes in loops starting from one location, moving around and coming back to that location) in the state as well interstate. As expected, Las Vegas was mentioned frequently for interstate circular routed human trafficking, followed by Oregon, Washington, and Arizona. Interestingly, even Mexico was mentioned by one of the interview participants for international circular routing for sex trafficking. Planes, trucks and busses are also mentioned for longer distances.

I think for sex, you know, there's LA there's the East Bay there's here, there's San Francisco and they move them around and California and for labor trafficking I don't think there's a particular route, I know those guys were in Hayward and they transported them Mango yeah they had an apartment very close, so that wasn't. But yeah and I didn't check with them if

they were how/whether it was close enough to walk or they had to be transported but for begging they beg at different sites they move them around to beg at different sites and they transportation is key and we see a lot of those begging and peddling cases. (Interview Participant 16)

Well, so we do know that people coming North get trip, you know, without authorization will be trafficked that happens, but what we also found was that because of Tijuana's red-light district that dates were made here but the actual perform down there. I think a lot of times they walk across um. We do know that people are brought up, we know labor trafficking occurs and with the massage parlors after they cross, but there were several claims of construction as labor trafficking and the advertisements were in Tijuana and it was actually San Francisco was the big one, that that I talked to one of the victims, about so I don't know if they were flown from Tijuana airport up or if they crossed, and then were flown up but they had to get there, somehow. (Interview Participant 19)

Transport victims from one area to another, and they always say like with. You know, with anybody that if somebody takes you, you never want to go to the second location and that's so true with this. And I know, although a lot of stuff happens online, I know that with some youth that I've known that they will get an uber will pick them up or a Lyft and then will take them somewhere and then to a second location and then that's where the trafficker will pick them up and then that's where they'll go ahead and conduct business from then on, and maybe the trafficker will take them in their personal vehicle to different places. I've really only heard and I actually have heard of other stories of way they do take you know plane or truck drivers from place to place to get them from State to State. So, usually the planes and the truck drivers are used, I feel more for the state to state but unless it's like because I know, specifically through California, it goes from Las Vegas all the way through California, all the way up to Oregon and Washington, so that I find is huge huge huge in that, and obviously that passes that's going to pass through LA also and so having all of that space I have no idea if they take you know, a bus or anything else, like that all I known as you know, trafficker personal vehicle for them to get around. (Interview Participant 9)

Labor Violations and Transportation Accessibility in California

Among all violation types, FLSA violations are the highest ones. The violations for FLSA, H-1B, H-2A, and H-2B in California are 312,324, 2,197, 18,640, and 523, respectively. Majority of the H-2A violations, in line with the interview participants' comments, are from agriculture, forestry, fishing, and hunting (not covered in economic census). In these industries, strawberry farming, especially in Southern California, and farm labor contractors are highly cited sectors of H-2A violations.

Among the H-2B violations, hotels and motels, full-service restaurants, and amusement theme parks had the highest number of violations. The majority of the H-2B violations are in the hotel and motel, and full-service restaurant industries, and over half of all H-2B violations took place in

Ski Country around Lake Tahoe, which is known to be secluded. The highest number of FLSA violations appear in the manufacturing industry. Similarly, FLSA violations also agree with expert input and appear mostly in the apparel industry in the Los Angeles area. H-1B violations show that an academic institution in an accessible and dense area had multiple violations.

The geographical analysis shows that, specifically for H-2A and H-2B violations, there can be an intersection between labor violations and low transit accessibility.

Figure 4. H-2A Violations and Transit Accessibility

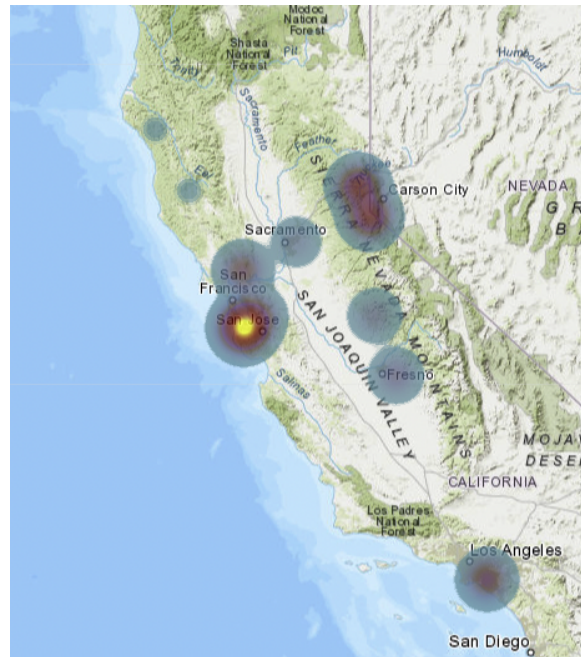
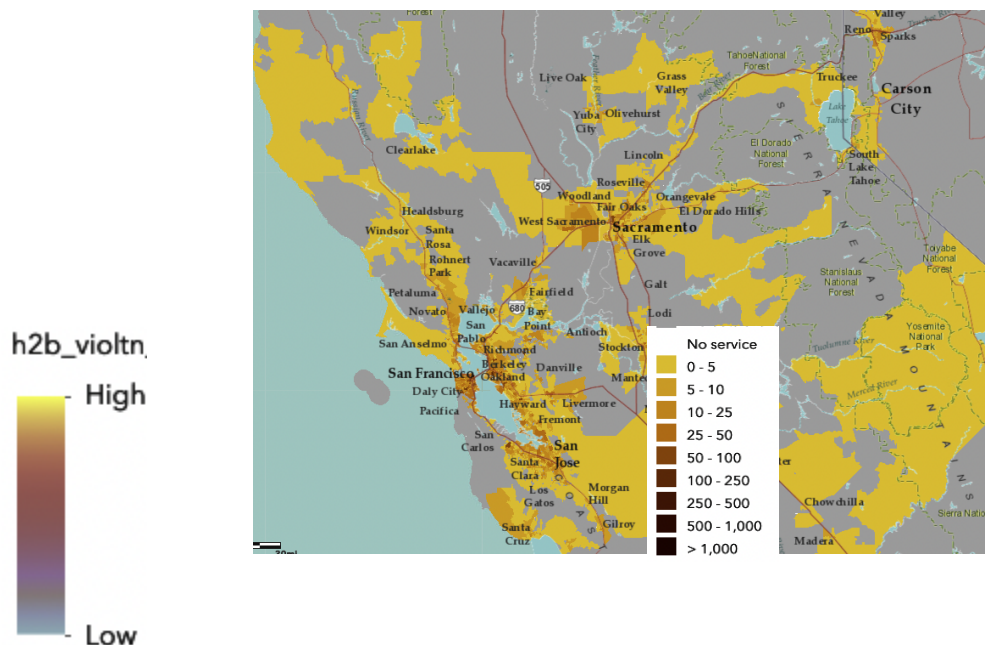


Figure 5. H-2B Violations and Transit Accessibility

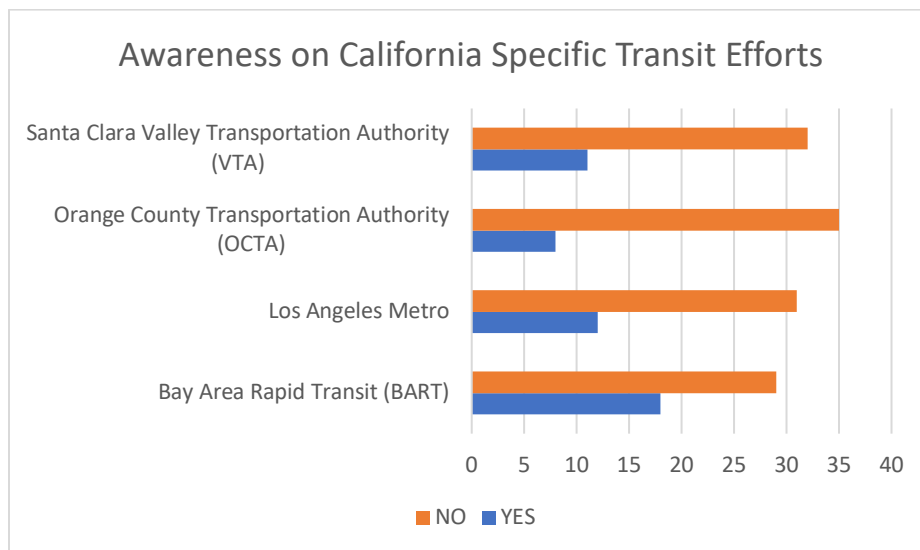


4.4 Awareness of Current Efforts

Both survey (66% of who responded) and interview participants mention that they are most knowledgeable about transit and the airline employee trainings, the AB 2034 and the FAA Reauthorization Act of 2018, respectively. Among the forced labor and related policies, SB 657 was the most well-known (by ~70% of respondents) followed by FLSA (55%).

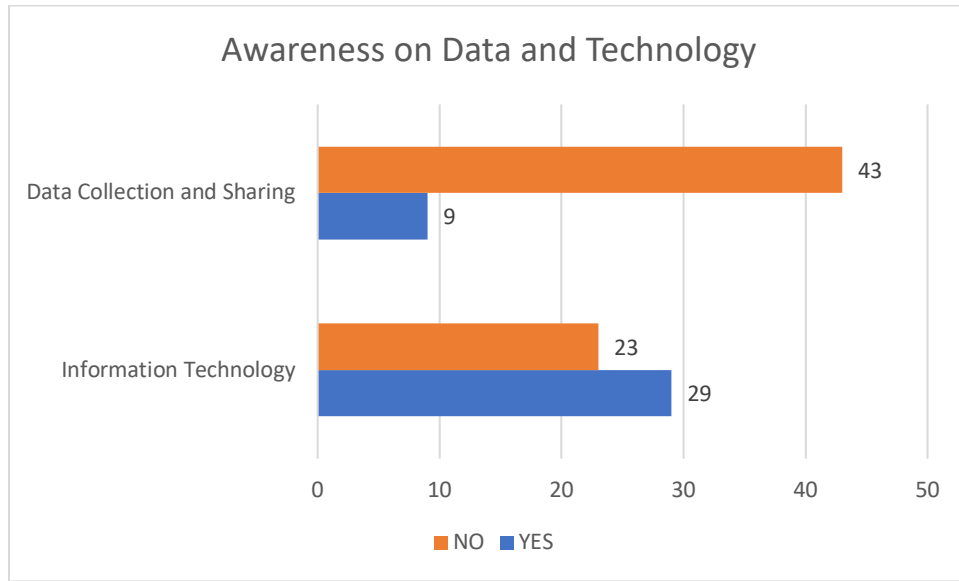
Both survey and interview participants mention the Trucker Against Trafficking's efforts to combat human trafficking. Transportation is mostly known to raise public awareness and at least to provide support to the victims/survivors. We also specifically investigate the knowledge of transit related initiatives in California. While the collective efforts were more frequently known the individual efforts were less mentioned most likely because the efforts are local. Bay Area Rapid Transit (BART) is the most known entity for their efforts followed by Los Angeles Metro (Figure 6). This might be due to the multiple number of participants from the Bay Area and the LA area.

Figure 6. Awareness on California Specific Transit Efforts



While multiple survey and interview participants mention the importance of data collection, 40 participants (out of 63 who answered the selected question) mention that their organization does not collect data about transportation. If the organization collects any transportation-related data, the most common one is data regarding mode of transportation during victimization. As seen in Figure 7, awareness on data collection and sharing about transportation in human trafficking was very low (17%) while the awareness of information technology use is better (56%).

Figure 7. Awareness on Data and Technology



5. Recommendations

There are many steps that the transportation industry can take to help the fight in human trafficking.

Transportation officials and operators can be eyes and ears if they are properly trained to identify and report suspected trafficking, Transportation hubs can be safe havens for victims and places where they can receive information (e.g., hotline posters in airline restrooms), Carriers can host law enforcement during rescue operations and work with agencies such as [the] TSA in joint training operations. Carriers can donate services to victims who require transportation to home towns/countries, court appearances, etc. (Survey Participant 1)

Partnership, data collections, collaboration on awareness events (IE. the creators of this survey, transportation companies/operations) including efforts to date, highlighting legislation, continued public awareness poster campaigns. awareness training for drivers (Demand) [awareness training on the push factor for human trafficking] on the harms of trafficking, encouragement to report witnessed or suspected sex trafficking, coordination with law enforcement intervention, encouragement to report witnessed or suspected sources of trafficked goods. (Survey Participant 64)

The transportation industry could partner to provide information for local services available, have established areas known to be "safety zones" for people who need help to stand in and quietly alert someone to come ask them how to help or know they are being watched—they can provide more visibility. Providing comprehensive trainings to know how to respond should HT be suspected is one important aspect, but also providing onramps for jobs to survivors and internships with local direct service agencies to train and teach the skills needed for working within the industry. Partnering to allow for a greater LE (law enforcement) presence within the stations and transit centers as well as victim service providers have offices or are housed within larger centers so as to allow for visibility and access to services right there on site. (Survey Participant 65)

5.1 Education, Training and Awareness

Both survey and interview participants (30 out of 64 survey and all 25 interview participants) agree that education, training and awareness in the transportation industry are crucial to combat human trafficking. Multiple participants mentioned the importance of "see something say something" campaigns especially in the transit agencies in California.

Education, training, and awareness efforts play a key role in victim identification from all parties, including the transportation personnel, public, and the victims themselves, and enables safe and effective exit attempts. Participants suggest many points to increase the effectiveness of the education, training, and awareness efforts:

- Be clear and include correct information and representation.
- Be inclusive of all types of human trafficking.
- Be culturally and linguistically appropriate.
- Include a reachable contact information.
- Consider the safety and security of all.
- Be survivor-informed.
- Be strategically planned.
- Be repeated multiple times and updated regularly.

Human trafficking is hard to identify and respond to. Multiple interview participants mention that there are many misconceptions about human trafficking concerning the gender, type of trafficking, immigration status, etc. of the victims. While there are efforts to educate the public on human trafficking, incorrect messages, and images such as girls in chains impact the representation of human trafficking. Similarly, excessive emphasis on sex trafficking diverts the attention from other types of human trafficking. Thus, the participants emphasize that initiatives should outline the steps clearly and be culturally and linguistically appropriate to cover a wide range of victims and public demographics. Multiple interview participants mentioned how in different cultures they were forced to believe that they are criminals by their traffickers. In order to ensure successful response, safety should be emphasized not to put any parties involved at risk, including the victim, the transportation personnel, and the public. This can be more important in minor trafficking in order not to put the minors in any danger when the source of exploitation can be the parents or guardians. Also, a reachable number should be included to report and get help. Sometimes, the public might be hesitant to react to a situation due to fear of law enforcement involvement. Thus, it can be beneficial to inform the public about alternative reporting options (such as the National Hotline number which was mentioned by multiple interview participants) and local organizations working on the problem.

Effective initiatives also require strategical planning and repeated enforcement of the information. Finding appropriate strategies for targeting different communities and types of trafficking is key. For example, the importance of education and training for big events/rare events was mentioned by 10 interview participants. Human trafficking is a dynamic crime, traffickers learn, and change their tactics continuously. Thus, continuous education, training, and awareness is needed to share these tactics.

They have a sign, a girl with chains, which I do not like that side because chains are not the way. That is more of something that it does happen here but it's a very, very small percentage

that happens internationally. Human trafficking or sex trafficking in California, or in the United States looks completely different and it's usually grooming, [grooming] is what happens [in the US] and [grooming through] friendships are what [has] happened [in the US for human trafficking] ... So, I think transportation needs to have a step by step, almost a playbook if this happens do this, like a flow chart so that is not something so academically written that it takes a PhD to explain the details, but something very user-friendly. (Interview Participant 14)

Creating toolkits for drivers to learn about what human trafficking could look like and how to properly provide tips to law enforcement if they think that their route has been used as a means for human trafficking as well as safety for them if they interested if they think that someone in their car is being trafficked? ... What is a safe way to intervene? ... Wow do you stay safe as a driver and why it's important for drivers not to do certain interventions and try to be a hero. (Interview Participant 5)

So, we seen that we have seen where people that have been educated other employees within the city have recognized that you know what this doesn't look right and then has alerted the police department, but says hey this just didn't look right they were on the bus you could tell that something. Just didn't feel right and sometimes we were afraid to go with our guts or afraid to maybe call, law enforcement, to say something. Because they're saying well they're going to get in trouble and our role as law enforcement is either prove or disprove what has happened so there's nothing wrong, I know as a parent that if you came up to me and said hey is we just want to get yeah I would appreciate that some people may not but it's like okay you taken an interest and I'm glad that somebody would take that time to recognize this we've had other cases again at the airport where if the airport that's exactly what happened is this individual was having a language barrier and also was able to get somebody that spoke the same language and then found out that that person was a victim of trafficking, So you can see them these in these incidences there has been something that they saw they reacted and then did something about it, and these were all types of transportation. (Interview Participant 10)

Oh yeah like there's text be free, there's with the national human trafficking hotline absolutely the numbers should be posted in everywhere. There are already many laws that require that businesses, I think it just be 313 22 businesses share that. It's also required for airlines now to post the number I don't know if it's required for taxis and Ubers and whatnot, but I think that should be absolutely promoted everywhere, and not just that, but like specifically around labor trafficking, because we know that part of the way that people keep people in labor trafficking situations is through ignorance and fear and not knowing the culture and the language and so making sure that it's language specific and that it's put in like strategically, for example, if I have taxi drivers that are driving people around an agricultural area right, then I need to have maybe it's in Cantonese Mandarin and it's in Spanish on the you know in there saying, did you know that if you're being trafficked, you would qualify for a T visa so you cannot be deported? If you know, like telling them things like that these people that are

being labor trafficked that are not from our country they are basically convinced that they are criminals and that's how in their kept in debt bondage and you know. (Interview Participant 23)

I think just doing research is really important, and then I think, just for like case management, knowing what the new, latest and whatever the tactics are, is important. Who knew many years ago pimps were targeting bus stations, like Greyhound bus station, but there was a trend that kept coming up "Oh, I came to Greyhound that's where he recruited me". And for the minors, it's like all of these foster care/group homes, I mean they target those places they have girls go in and be friend with the girls, and so they have tactics and strategies on how they recruit so if anything comes up that has to do with transportation, I want to know about it, so I can pass that on just for safety measures for the women that I serve. (Interview Participant 15)

5.2 Collaboration/Coordination/Partnership

Along with education, training, and awareness initiatives, partnership, collaboration, and coordination was the second most suggested recommendation (24 out of 25 interview participants and 14 survey participants). Participants mentioned various types of partnerships for effective anti-trafficking strategies:

- Partnerships with survivors was mentioned multiple times to ensure survivor-informed practices (which will be discussed more in Section 5.4).
- Partnerships with local coordinated efforts such as human trafficking taskforce/coalition/commission can increase the effectiveness of human trafficking efforts by connecting with local experts.
- Partnerships with non-profits is necessary to connect victims with their service needs.
- Partnerships with local governments and law enforcement is essential to track the enforcement of criminal cases.
- Partnerships and coordination among other transportation entities in the same modality or across modalities is crucial to learn from other transportation entities about what type of trends they are observing and how to collectively respond to those cases.
- Partnerships with celebrities is an out of the box recommendation to attract more attention to the issue.

I think the more networking that can be done between various transportation modes so that they're not in isolation that they can connect with one another and say what are your best practices and what can you do to eliminate this and again, education is key. But, I don't know

if there's any networking done between these various modes of transportation like between BART and between VTA and/or the VTA's of various cities. I don't know what's happening versus in San Francisco or even the ferry system, [or] what is happening in the transportation industry across the bay. So, I guess that would be a key question I would have is are there connections between like the cab services and the various other services that go from airports does the airport have anything to say about the policies of that do they network with them about what's going on. (Interview Participant 12)

Think out of the box and try to get more awareness and get different partners. Pitch stories about you know transportation human trafficking and things like that to sort of. You could reach out to the Writers Guild and see if you could make a presentation to writers about the issue in order to raise awareness. (Interview Participant 6)

5.3 Technology, Data, and Analysis

Along with the training and partnership, the importance of data, technology and analysis was mentioned by almost all interview participants (22 out of 25 participants). Participants urge the transportation industry to collect and share data on how the transportation industry is involved in human trafficking, specifically how it is utilized by perpetrators, so anti-trafficking practitioners can learn more about their tactics. Participants also suggest taking advantage of technology to ensure responsible data collection efforts for potential cases of human trafficking, anti-trafficking efforts, effective reporting, and surveillance to track suspicious cases. Multiple participants emphasize the importance of data for understanding labor exploitation and capacity building.

I would say information sharing on people who are involved in trafficking either perpetrators it's probably the most critical or even the victims and so any systems that can be developed that help transit agencies identify when they are involved in a person who is in is somehow involved in trafficking. Almost as an alert, just to be aware of, there may be something here that needs to be so, I would say, probably the information sharing, about the people who are involved, either the perpetrators or victims is probably the most critical piece of information and probably secondary to that would be information that can be shared about recent trafficking incidents and so that transportation operators are aware of what the environment looks like you know what type of crafting is going on, because if we don't share what trafficking work's like, then we may miss the signs that it's, you know, occurring within our system and that could even be with goods trafficking. (Interview Participant 7)

Tracking what you're doing so falls under being accountable, we try to track how many people we educate. So, you know, I think they should be tracking like it's one thing to create the education on their app but how many, how can they show how can they prove who has completed the education? So, tracking the education, I think tracking the number of victims identified is good, but I think you know, I have a little bit of trouble, when I see report saying we identified 25 victims of human trafficking last month. My problem with that is and I'll just talk about it from a healthcare perspective, we see a spectrum of potential victims, we see

someone who presents with all the red flags like classic sex trafficking victimization or labor trafficking victimization yet. They say no, no, no, I don't want your help, no don't ask me any questions. I'm fine, I'm not a victim of anything, just get me the hell out of here, and then, on the other end of the spectrum all have a patient who's clearly in a psychosis reporting that they're a victim of human trafficking and they've been abducted and they've been they've been tied up somewhere well. Just because they're in a psychosis doesn't mean that they're not a victim of violence, including human trafficking but it's certainly create some gray area about well, even though this person is stating, I am a human trafficking victim, what does that mean you know, so what we do is when we when we track our data we classify it this person had moderate red flags of human trafficking, where they had high red flags of so they were like moderately likely to be a victim or they were highly likely to be a victim. Just depending on you know all the different red flags that were present, so I think that they should be tracking data, but I think we have to be a little more clear about the data, not just you know I saw because it because it starts to become like a funding thing you know I see agency say I saw 100 victims last month and I have to question what that means, and their motivation for putting that number. (Interview Participant 20)

5.4 Emphasis on Survivors

As human trafficking is a hidden crime, survivors are crucial to understand how traffickers use transportation for human trafficking and how transportation can help with the fight against human trafficking, and support victims and survivors. Multiple survey participants and interview participants mentioned the importance of involving survivors in anti-trafficking efforts. Different survivor-centric practice suggestions for the transportation industry were mentioned by the experts:

- Having survivor leadership on board.
- Having victim advocates available when responding to potential human trafficking cases, especially when law enforcement is involved.
- Providing trauma-informed survivor support.
- Out of the box survivor support to encourage reintegration to society.

I did it with another person from I was going to be working with the youth that they see inside the buses, because if someone does escape, their perpetrator or their family who's trafficking them if they get on a bus, what does the bus driver do? Does he have the tools to be able to call authorities? I think that they need to be educated. I don't know what they do, because I asked what are the bus drivers, I said "What do you do when girl gets on the bus and she looks to shuffled and she looks like she may have been sexually" he goes "I just call the police" And so, I don't know if that's the next step, because I really think social services needs to be there. Because before they start drilling them because that's the role, but really they need some resources and what happens when is the parent that's a trafficking now what I'd like to know how that

plays out and I asked the cab driver about that, and he said that's a really hard one because typically I don't call the police, but sometimes a child's put right back in the situation that they shouldn't be a part of you know what I mean. (Interview Participant 14)

It will take a coordinated effort with agencies outside of transportation services and with various other within the transportation system itself... depending on where you're at private transportation services would be appropriate, or it may be in rural communities having certain hours that are dedicated that are for like a safe space for individuals that maybe need transportation or even working with on task forces and law enforcement and providing transportation for during and after operations ... If law enforcement had a partnership with a trained individual that is a taxi driver uber drivers on that could come and just transport individual from one place to a safer place that is pre-arranged great and then they're not showing up in a cop car and that that to me would be more of a victim centered approach. (Interview Participant 24)

Shared Hope Conference is the primary sex trafficking conference in the nation if transportation industry would partner with Shared Hope and make sure that every survivor that wants to go there as transport for nothing from wherever they are in the United States, then that would be a huge healing aspect for the survivors. (Interview Participant 21)

I think [it] would be extremely helpful to have sort of direct outreach efforts done in the form of like signage like advertising and there's always advertising on surface or you know services on buses and on. You know I've never seen one related to trafficking. I've seen billboards for drivers like on a freeway, and these were taken out also not necessarily you know very much linked to the district attorney's office, which I think is problematic, but I think that a very good investment of resources in order to be able to reach you know victims is to have and this will have to be localized based on a specific resource, I know the three you know so in California, I know anywhere, you are like 311 is a number, you know for services but something like that, and in multiple languages, so you cover you know, in the common languages in English, Spanish, certainly like Thai and Chinese to sort of in the common languages that we can pull from data of you know likely. You know language is spoken by people who are likely to be trafficked, and if that data hasn't changed, you know so whatever that makes sense like you know just a few questions like are you, you know I have ideas about this, but I won't try to go into it, but, again, there are resources, you know or past things that have been developed, and then, just like a direct number to call because I think that would be very helpful or even at truck stops to have and this would I mean, obviously I think everyone knows that they can call 911. I don't think that's very helpful unless it says a second step it because, as we know, there's very inherent dangers involved in, you know getting police involved survivors more victims active victims are very reluctant and there's a big barrier to talking directly to police, you know for many reasons, you might be engaged in an illegal activity, which it is you know you might be not documented, you might be discovered talking with police, which is very dangerous or if the police, you know because victims if there's an

active case, the person being charged has a constitutional right to know who is accusing them, so you know that name I mean that's going to show up on an active case and it's very dangerous and so it's always a big barrier to get survivors or victims to be very low engagement with that there's going to be very low engagement. With reaching out to law enforcement, or even any agency that's working with law enforcement, but a resource based one that you know, is going to have also the language capacity, when they do call the number of just resources, you know you're connecting with like you know sort of like Bay Area Women Against Rape, for example, or you know agencies that provide trafficking services within the offices, but they're completely victim centered, completely survivor based, and you know anything that's going to be get to the police that will happen like you know after that or after a safe conversation, so I think that would be very very helpful if there was some kind of signage anywhere and airports everywhere that would link people directly with a resource of somebody safe and confidential to talk to about their situation, I think that would be very successful effort, I understand is probably an expensive effort but or maybe not maybe I'm wrong I don't know how expensive it is. (Interview Participant 13)

5.5 Tackling Human Trafficking in Transportation Industry

Human trafficking does not distinguish between industries. Thus, the transportation industry should also take measures to assess the potential human trafficking in their operations. Screening of transportation industry personnel for potential human trafficking to understand whether they are engaged in human trafficking, or victims of human trafficking and/or exploitation.

Transportation Industry Personnel as Victims of Human Trafficking

In the first case, truck drivers, ship operators, boat operators, and ridesharing drivers are provided examples for potential human trafficking, indentured labor, and exploitation in the transportation industry. Also, victims working in rideshare for livelihood was pointed out.

Uber drivers I've heard anecdotal stories about victims becoming drivers in their spare time. I have heard accounts of survivors, saying that they had to work all the time, if it wasn't time to provide you know to be exploited, then they had to be out stealing and returning the products to make money and or you know, whatever they could do to make money that's what they do so. (Interview Participant 20)

There are also concerns of exploitative practices raised especially in trucking and ridesharing. Multiple participants recalled the potential exploitation and human trafficking in the trucking industry, especially in relation to port-truck drivers in the Los Angeles area, which were in the news in the last decade.

Transportation has a lot of things, but one, I think it could start by cleaning up its own act, I think making sure that classification of people is done properly, especially in the driver's part of the equation both the warehousing and as well as drivers. They need to properly be classified

as employees not independent contractors, this is one of those things where everything could be it doesn't just go to the side of you know, transporting products but, if you think about Uber and Lyft, they are employees. Compliance rate in the industry itself who's actually being listed as independent contractors at that I think is a telltale sign of the problem itself with it the transportation industry. (Interview Participant 1)

Transportation Personnel Involved in Human Trafficking

Six participants raised their concerns about the active involvement of transportation personnel in human trafficking. Trucking and ridesharing are provided as examples where transportation personnel participates in the crime of human trafficking either as a buyer or facilitator in the case of sex trafficking, while bus driver involvement was noted for the case of labor trafficking. Potential examples of facilitation were recruiting riders and transporting victims (knowing that they are a victim) between locations where the act (sex or labor) was performed. While some of these concerns were through anecdotal accounts, others were through victim services and confirmed cases of human trafficking.

There's been a lot of reports of actual trafficking happening at the hands of an Uber driver or a Lyft driver and sexual abuses and things of that nature happening so there's been more discussion about how do we qualify and/or screen our drivers and when there's been a report of one of them doing something like that and sharing that data amongst the ride sharing community because they weren't like let's say you rape somebody and you're working for Uber and then you just stop working for Uber and go over to Lyft. If they don't share the data and so there's another piece that needs to be kind of looked at as well. (Interview Participant 23)

5.6 Development and Implementation of Effective Policies

Participants mention the importance of developing and implementing effective policies to combat human trafficking. Most commonly mentioned policies are safe haven policies and protective measures for vulnerable populations, especially for minors and areas where transportation access is limited. A potential relationship between accessibility to transportation and labor violation for temporary workers with H-2A and H-2B work visas has been identified via expert comments and the geographical observations of the violations and transit accessibility. Multiple types of safe haven practices were mentioned by the participants including designated trucks and safe harbor agreements.

Intervention protocols. Oh yeah that's pretty much it and then and then like maybe a safe harbor program whereby I'm being beaten up by my exploiter. I can flag a taxi no money in my pocket or my you know, or my wallet and they can charge an 800 number, and the only thing that they have to be able to give is, you know, I don't know some kind of identifier so it's not abused, but something that says yeah there was an incident going on here. These kind of safe harbor programs I think could be really amazing across all forms of transportation. (Interview Participant 23)

I always thought that it would be wonderful if there was a designated truck of a certain color or there was a van or something that basically would be on the routes. And it would just be known to the victims, you know if you posted in the women's bathroom at these truck stops if you see this van it's here, and it can get you to safety just get in the truck. Right and I always thought that that would be a great way to be able to reach the victims at a vulnerable time if they wanted out. And I[m] going to be honest, when I get somebody that has been taken over to Arizona and she realizes what it is, and she has nothing if there could be an agreement with Uber or Lyft just get her the ride here. Right, get her the ride here and either you know seek grant funding to compensate your drivers or something, but when they know, nobody but they want out. And they don't know where to go, I would love right and that's what they're used to right there used to get jumping in that Lyft to go be transported for the next trick if they could utilize that and it could be, also the route to safety, that would be incredible. And to return, you know to their community of where support is. Because what I recognize is when they are ready to go, you got to strike while the iron is hot, you make them wait a couple of days, and then the window of opportunity will shut. And you know or whatever it may be, and so you just have to be able to strike while the iron is hot right then when they're ready, it has to be available. (Interview Participant 17)

I never really understood, for instance, as a parent when traveling with a minor, and I find it blows my mind that I don't have to provide documentation for children when we're traveling through the United States and that just blows my mind. One of our consultants was transported through multiple different situations and checks and was never identified. When, as a young black girl and a white woman is like transporting her through these locations and she doesn't have the proper documentation and that's never like caught or never addressed, even though I think there was a screening at one point and the trafficker was asking multiple questions, but I still feel like there should be some more additional checks for that, especially for flights, you know that could take place in the transportation industry. (Interview Participant 25)

Participants also emphasize the importance of providing necessary mechanisms and support to enforce these policies. Concerns were raised about whether there is enough support for transportation agencies and personnel to ensure the successful implementation of required policies. There were also concerns on the enforcement of policies, especially on whether there are enough law enforcement personnel to enforce the policies or not.

I am glad to hear there are bills in place. But I doubt any are being enforced, including law enforcement and other government agency training. (Survey Participant 49)

I think the availability of training material that can be provided to agencies is critical, because once they've been given a mandate to train employees, it's very difficult for each agency to create their own training program so there really needs to be standardized training programs that maybe could be modified, for an agency so kind of flexible training programs that can

have the core material and then have you know, maybe the transit agency branding or you know specific information about what their infrastructure is and how this training applies to that infrastructure to that system that's very important, so any place whether it be a public private partnership or from you know another government agency that they can have that material if they're going to require that. They need to provide the material that an agency can then in a format that an agency can modify it so works for their employees and in a format that is deliverable because some agencies prefer online training some agencies prefer in person training scheduling for transportation agencies 24 hours a day, seven days a week, and so we do training for employees, we need to be able to provide training and over the night and day time morning and evening all those different times, because we really don't know when the employees are going to be available for the training and I think a little bit of flexibility and timelines is very important too, because regulatory agencies, often like to set deadlines on things, and I think they have to be realistic, on how long it takes to implement some of these programs, and so, there I think training is an excellent thing. I think when set a deadline to have to be realistic, on in what it is and to say tell transit agency within the next year, you have to have 100% of your employees trained for small agency that might not be difficult for a large agency like us that's very difficult, so you know I think you really have to be realistic, on that and say you know hey here's a three year timeline or five year timeline when you're talking about getting 100% of people involved, but to be able to say yes, we are now training everybody that's being hired and it's part of the new hire orientation process those things you know are realistic types of goals, but to say you're going to take all your employees, whether they're a brand new hire or someone's been here for 30 years and have them train within a year is not a realistic goal, and so I think it's important that when the regulations are sent to industry that there's feedback from industry on what will make this work before the regulations implemented, and I think that process of getting to a rulemaking process really needs input from stakeholders both from victim advocacy people, from the law enforcement side, from the victims themselves, and from the criminal justice system and from whoever the effective industries are in the transportation industry, the manufacturing industry. All those people really need to have some input on what these regulations are and then the topic of the regulation. There needs to be resources to go along with that so whatever is being regulated that the resources are being provided so that these industries you're able to incorporate whatever the regulation is. (Interview Participant 7)

5.7 Recommendations about the Forced Labor in Supply Chains

Multiple suggestions came up for addressing forced labor in supply chains. Some of the recommendations share similar themes as the role of transportation in trafficking in persons such as awareness, data/analysis/technology, policy, and enforcement. In addition to those, there are unique suggestions provided such as working to create the basic understanding of how supply chains work as systems and economic models, and addressing sustainability and social responsibility for all stakeholders for combating forced labor through supply chains. We provide a

few examples of the suggestions here. We refer readers to Yagci Sokat (2022b) for a more detailed analysis of the recommendations.

Almost all interview participants who were aware of the forced labor in the supply chains emphasize the importance of the enforcement of policies on combating human trafficking.

Again it's been being an enforcement issue because did you see on the news, the other night where that. Because of the heat wave, they were in interviewing Farmworkers and here is this 12 year old kid out in these fields in the heat. You know, working and it's like aren't there laws that affect this, and so that doesn't have to be was transporting them but it's like why isn't somebody enforcing what is already on the books. You know if you can't transport the goods because they're being trafficked then who's... is there a problem in the end, and having enough Labor to check to do these investigations and then to enforce the law so that would be a question I would have is: How is that enforced and if there is a law on the books and is it not enforced? And how are the growers responsible for? I don't know what happens when things get moved up and down the State in terms of the agricultural industry it's usually out of state and so I'm wondering what's when it comes up and down the coast and various places, you know. Well, and it's also questioning our local markets about where they get their produce and where they get their fruits and vegetables, and is it you know, is it, are they responsible also. I remember you know it's the same thing as about the boycott when there was Driscoll fruits being sold by whole foods, for instance from up in Oregon out this out of state but up. And we asked the question why are you selling these are and they said that we did not know that they were Driscoll was under investigation and Driscoll changed its habits if they began to look so it does it, how are laws enforced that are on the books and what does that, as far as regarding transporting goods back and forth up and down the state? (Interview Participant 12)

Similarly, utilizing data, analysis and technology was mentioned by almost all of the participants. The most commonly mentioned directions were the use of pricing analysis and mapping to understand the potential exploitation and hotspots (which was basically implemented with the labor violation and transportation accessibility analysis in this study). One participant nicely provides multiple examples of pricing analysis and mapping.

Well, I'm very passionate about the technology supply chain issues. You know the statement that when you hear from like Apple or from some of these tech manufacturers like oh we're doing the best to source everything fair trade, but I want to see like the double click, I want to see okay well where's your where's your manufacturing locations and some of these countries and let me see video and let's have more transparency. Let's see how does everybody have gloves on and boots on... You know many of the children that are cutting down the cocoa leaves are losing their limbs, you know because they're using machetes. They have no shoes on they have no that don't have proper attire on to be doing that kind of work and they're working I mean well beyond the hours that he even an adult should work and they're not being compensated

for that it's just you know it's just horrible. I think we need to keep it front and center. There needs to be more messaging or like a dashboard where people turn the green and they can [say] like, I could go there and just say, let me, let me quit go check like ... give me an index page or some again I going back to the data some kind of dashboard that says look up a brand look at their practices, you know see if they are contributing to trafficking and then and what remediation plans they happen in place and how are they progressing and so I don't expect people to be perfect, but like are you trying to make some improvements... Like if you're charging me like right now for my iPhone and I [have] a 13 I found 13 it's 1200 or 1300 dollars and you think about how much you're not paying the people in the Congo or whatever it is right, so charge me 1500 dollars charging 200 more so that you can they can live better I mean that's not that for us if you can pay 1300 for a phone, you can pay 1500 for the ball. You know that's the bottom line is both of them are highway robbery, but the point is, if you've got that kind of cash and you're not going to go I just can't do 1500 when you were going to do 1300 you're going to find the other 200 so and so yeah I think we just really need to have like a quality of life, discuss you know thought process for folks and say like what kind of prices do we need to hold in in the US in order to like independent of the brand is what I'm saying like what kind of prices are we going to hold in the US, to make sure that things that are coming in here are set up for fair trade. Our job is to just get the price down. Well, great you know you struck a huge a great deal when, how are they going to make this price, how are they going to get here, how is it that we have, like the most amazing thing at the dollar store How did we get that amazing thing for so cheap. There should be people that are like it's their job to find that out and expose that like maybe it's just that they've done something innovative. You know technology can make you allow you to bring the price down. But information automation, but if you brought the price down on the backs of a child, then I don't want it, I don't want the price break. (Interview Participant 23)

6. Summary & Conclusions

While transportation is not necessary for all human trafficking cases, it plays a significant role in combating human trafficking as traffickers often rely on transportation for different stages of human trafficking. This multi-method study focuses on the role of transportation in combating human trafficking in California, which is a transportation hub and has the highest number of human trafficking cases reported in the U.S. Through a multi-disciplinary, anti-trafficking survey followed by expert interviews, this study investigates transportation's role in different stages of human trafficking, transportation related trends in California, forced labor, and recommendations. The set of participants cover a diverse set of individuals from different backgrounds, roles, locations, and expertise levels, including transportation industry personnel. The study also complements the expert input with an analysis of labor violations and transit accessibility.

Experts state that transportation is used in all stages of human trafficking but mainly to transport and control victims. Transportation plays an important role in victim identification and successful exit attempts. Due to its geography, borders, and richness of transportation modalities, there are various transportation related trends in California, especially for circular routing for human trafficking. The choice of modality changes based on the type of trafficking, location, and distance.

There are already growing anti-trafficking efforts within the transportation industry, especially within California. Conversations with the multi-disciplinary stakeholders highlight the need for continuous education, training, and awareness within the transportation industry to combat human trafficking. These can be immensely helpful with victim identification and exit attempts. All these efforts should be survivor-informed, be culturally and linguistically appropriate, and ensure the safety of the victims/survivors, transportation personnel, and the community. Moreover, partnerships, especially in the local level, with multi-disciplinary human trafficking taskforces is another important tool to ensure success in the anti-trafficking efforts within the transportation industry. Data and technology can be utilized for many means including training, awareness, reporting, and information sharing. Screening the transportation industry personnel for human trafficking is another step that the industry can take. Particularly, sharing perpetrator information and transportation-related trends among transportation modalities and local groups could help all anti-trafficking practitioners. Also, the transportation industry can support the victims and survivors in their exit attempts and post-exit life. Examples of these include serving as a safe haven and enabling their transportation to services. Transportation should ensure that all of these efforts are survivor-centric, inclusive for all types of trafficking, and tailored down to the needs of the modality, population, and location.

The results from this study are to present the general picture from California through multi-disciplinary expert input. To the best of our knowledge, it is the first study of its kind. The limited geography and the new topic resulted in a limited number of survey respondents. Thus, the results, at least the survey results, should be approached with caution and interpreted as a first step in understanding the role of transportation in human trafficking. While this study focuses on findings

from only one state, we hope that it will provide important insights and directions for other locations due to California's unique mix of characteristics that can provide insights for many geographical areas, transportation modalities, population mixes, dispersion of cities, and industries. Due to the data limitations, the study mainly focuses on the anecdotal evidence from field experts. While this might also limit the generalizability of the results, anecdotal evidence is the best method at the inception of such a field, and it throws the spotlight on much of the lived experiences of stakeholders. Moreover, the study covers anti-trafficking practitioners from diverse expertise levels, and backgrounds, including personnel in the transportation industry, survivors, government, non-profits, etc. We believe that this multi-disciplinary set of experts provides a comprehensive overview of current awareness, as well as future directions on the intersection of human trafficking and transportation that other states can benefit from. Additionally, this study provides an opportunity to share the voices of underrepresented communities.

Being one of the first of its kind, this study lays down the foundation for further research in this field, and more higher-level discussions about the directions to go for the field of transportation and human trafficking. One immediate extension of this study can be the duplication of the study to other state and regions to get a more comprehensive overall view of how transportation plays a role in combating human trafficking, especially the modalities, routes, and potential best practices. The resulting interstate knowledge will help in building and implementing effective anti-trafficking strategies. Other ideas can be using different technology and policy tools to improve data collection processes as well as their analysis. These can include large level multi-modal transportation flow or local level efforts on the routes for accessibility reasons. Alternatively, working the infrastructure for collecting and reporting such data would be very valuable. Another direction is to mapping different supply chains and pricing analysis to understand the potential exploitation. We refer the readers to Yagci Sokat (2022a, 2022b) for more research directions and the suggestions for all members of the community including the transportation industry members for combating human trafficking.

Appendix A

Figure A.1 Survey Participant Roles

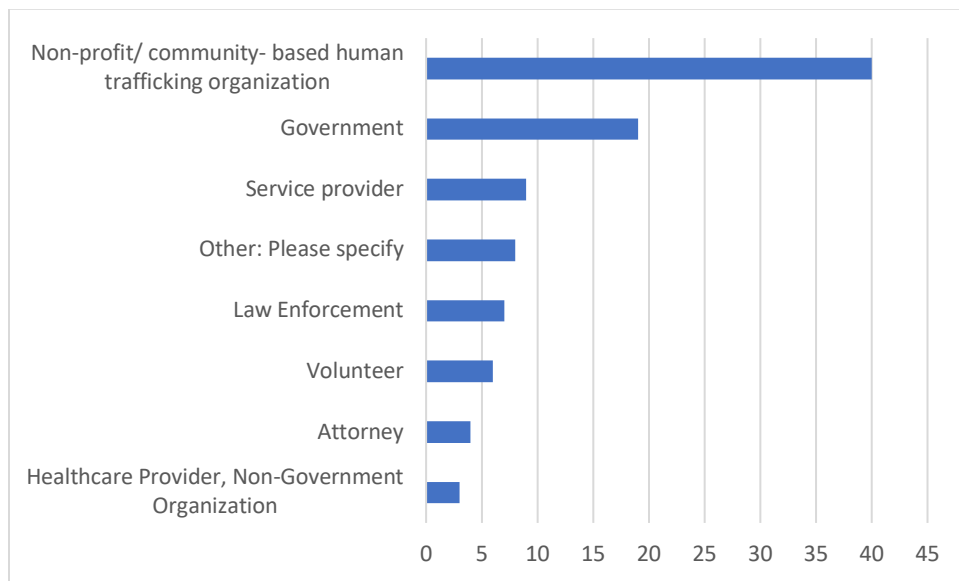


Table A1. Transportation Interview Participant List

Participant Number	Person's Role	Organization Type	Organization's Area of Focus	Human Trafficking Task Force Involvement	Experience
1	Anti-Human Trafficking Coordinator*	Government	Regional (Multiple States)	YES	Labor trafficking expert, experienced in investigating labor trafficking and related issues including supply chains (25+ years)
2	Deputy City Attorney	Government	Local	YES	Experienced in labor trafficking investigations and all aspects of labor trafficking (4 years)
3	Deputy Executive Director at an Independent State Oversight Agency	Government	Statewide	NO	Awareness of labor trafficking in all aspects (3 years)
4	Directing Attorney	Non-profit/ community-based human trafficking organization	Local (National)	YES	Labor trafficking expert, experience in serving victims/survivors including supply chains (14 years)
5	Associate Director	Non-profit/ community-based human trafficking organization	Local	YES	Awareness of labor trafficking including supply chains and worked around it including corporate partnerships (6 years)
6	General Counsel at a large port	Government	Statewide	YES	Awareness of labor trafficking (3 years)
7	Deputy Chief of Police, Large Transit Agency Police Department*	Government, Law Enforcement	Local	NO	Awareness of labor trafficking and related issues (25+ years)
8	Human Trafficking Program Manager	Non-profit/ community-	Local	YES	Awareness of labor trafficking

Participant Number	Person's Role	Organization Type	Organization's Area of Focus	Human Trafficking Task Force Involvement	Experience
		based human trafficking organization			and worked with victims (5 years)
9	Girls Advocate/Case Manager	Non-profit/ community-based human trafficking organization	Local	YES	Awareness of labor trafficking (12 years)
10	Sergeant inspector, Special Victims Unit*	Government, Law Enforcement	Local	YES	Have worked on labor trafficking and related investigation (20+ years)
11	Community Advocate/Volunteer Program Coordinator	Non-Government Organization	Local	YES	Have worked with labor trafficking and related victims (15+ years)
12	Volunteer	Church	Local (National)	NO	Extensive knowledge of labor trafficking and related issues including supply chains (10+ years)
13	California Child Welfare Council's Commercially Sexually Exploited Children's Action Team Member	Government, Volunteer	Statewide	YES	Aware of labor trafficking and related issues including supply chains, worked with victims (10+ years)
14	Local Program Manager	Non-profit/ community-based human trafficking organization	Local	YES	Awareness of Labor Trafficking and related issue (3+ years)
15	Executive director	Non-profit/ community-based human trafficking organization	Nationwide	NO	Awareness of labor trafficking and worked with victims of labor (12 years)
16	Attorney, Legal Services Chair at a Human Trafficking Coalition and Delegate at Commission & Trainer for AB 2034	Non-profit/ community-based human trafficking organization	Local	YES	Expert in labor trafficking and labor exploitation including supply chains (10+ years)

Participant Number	Person's Role	Organization Type	Organization's Area of Focus	Human Trafficking Task Force Involvement	Experience
17	Program Manager at County Family Justice Center	Government,	Local	YES	Aware of labor trafficking and related issues (25+ years)
18	Flight attendant, Anti-human trafficking advocate and Survivor advocate	Private, Non-profit/ community-based human trafficking organization, Volunteer	International	NO	Awareness of labor trafficking (14 years)
19	Deputy District Attorney	Government	Local	YES	Expert on labor trafficking and related issues, awareness on supply chains (10 years)
20	Survivor and Director of Human Trafficking Response Program at a large hospital system	Private	Statewide	YES	Human trafficking expert and awareness on supply chain issues (25+ years)
21	Founder and CEO	Non-profit/ community-based human trafficking organization	Local	YES	Aware of labor trafficking (7 years)
22	Senior Management Analyst for a Gender-Based Violence Prevention Department	Government	Local	YES	Aware of labor trafficking including supply chains (7 years)
23	Founding Executive Director	Non-profit/ community-based human trafficking organization	Statewide	YES	Expert in labor exploitation in supply chains and have worked with victims of labor trafficking and corporate efforts (11 years)
24	Human Trafficking Task Force Coordinator	Government	Local	YES	Expert in human trafficking including supply chains, have worked in fair trade efforts (10 years)

Participant Number	Person's Role	Organization Type	Organization's Area of Focus	Human Trafficking Task Force Involvement	Experience
25	Project Director	Non-profit	Statewide	YES	Expert in labor trafficking, have worked in different roles and efforts including sustainable fishing (20+ years)

*Interviewee mentioned that the nature of human trafficking and how it was called changed.

Table A.2. Industry and Products of Forced Labor

Participant Number	Industries and Products with Forced Labor
1	garment, seafood, agriculture, marijuana, janitorial, transportation industry
2	Agriculture, garment, cacao, transportation industry
3	Agriculture, garment, healthcare, massage parlor,
4	Seafood (Costco lawsuit), chocolate (lawsuit), Nestle cat food (lawsuits), agriculture, restaurant, garment
5	Agriculture, fashion, hospitality, healthcare workers, tech industry, transportation industry, Hollywood style trafficking, seafood
6	Low skilled jobs like garment
7	Agriculture, transportation industry
8	Agriculture, sheep hoarding, dairy farms, taco truck, Alcohol beverage
9	Agriculture, fruit stands, domestic work, restaurant
10	Agriculture, fishing, poultry, restaurant, fruit vendors during school time, healthcare, domestic work, garment (not reported)
11	Restaurant, seafood/fisherman, domestic work, au pair, potential ICT, food industry, agriculture/farm workers
12	Chocolate, garment (sweatshops), seafood, agriculture/ farm workers, hospitality, domestic work, janitorial services, construction, restaurant, massage parlors, coffee
13	Chocolate (Nestle/Cargill), minor sales crew, farm workers
14	Agriculture farm worker (fruit, citrus, avocado), massage parlor
15	Sales crew, cantinas, domestic worker, garment
16	seafood (Costco Lawsuit), fisherman, semiconductor, garment, conflict minerals - convenience store, construction, care home worker, restaurants, begging and peddling, farmworker, circus, truck drivers, ships, massage parlor, garment (not in Bay Area)
17	Agriculture, restaurants, massage parlor, garment (sweatshops)
18	garment, coffee shops, hospitality, massage parlors, entertainment industry, garment (LA area)
19	massage parlor, agriculture, construction, marijuana, restaurant, domestic work cacao, fashion, seafood overall awareness not in their location
20	Agriculture Farm, fishing, cannabis, logging, -- LA garment (sweatshops), chocolate, seafood
21	Garment (sweatshops), janitorial, farm labor, chickens, cannabis, entertainment industry
22	Agriculture, service industry, domestic worker providing childcare, cleaning services, live in nanny
23	Agriculture, fashion/garment, ICT/conflict minerals,
24	agriculture, seafood, marijuana, hotel, restaurant, garment
25	Agriculture, seafood, garment (El-Monti case), forced criminality (parents forcing children), marijuana distribution, flower, coffee/chocolate, candy sales, domestic servitude

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Dr. Yagci Sokat is an Assistant Professor of Business Analytics at San Jose State University and a Research Associate at the Mineta Transportation Institute. Her research focuses on using decision analytics and management science to alleviate human suffering in the areas of human trafficking, humanitarian/non-profit logistics and public health.

In collaboration with local, national and international efforts, Dr. Yagci Sokat leads various multi-disciplinary projects to combat human trafficking. Her efforts to combat human trafficking have been supported and recognized by government and organizations such as the United States Department of Transportation (USDOT) and San Jose State University. She received the IBM Public Impact Award for her work on human trafficking in global supply chains.

Dr. Yagci Sokat has served on various multi-disciplinary committees to aid local and national collaborative efforts as a recognized researcher. She is the chair of the Forced Labor Working Group and a member of the Analytics Working Group for the National Outreach Survey for Transportation under the USDOT Combating Human Trafficking in Transportation Impact Award. She has served on the Cook County Human Trafficking Task Force Labor Trafficking Subcommittee, Los Angeles Labor Trafficking Subcommittee and South Bay Coalition to End Human Trafficking.

Dr. Yagci Sokat received her PhD in Industrial Engineering and Management Sciences from Northwestern University. She completed her master's degrees in Industrial Engineering (MSIE) and Health Systems Engineering (MSHS) from Georgia Institute of Technology with a Fulbright scholarship.

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