2022

Grassroots Approach of Embracing Survivors to Inform the Fight Against Human Trafficking

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Chapter 26

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ABSTRACT

When human trafficking survivors work as "informants and advocates," they keep systems trying to end this horrific crime honest and open to receiving new input. Grassroots approaches can inform many of the systems survivors pass through to improve or add to policies and procedures. Survivors can reveal new dynamics of transnational criminal networks and the development of new indicators and typologies in several systems. The systems discussed in this chapter will highlight the benefits and barriers to approaching an anti-trafficking agenda through a systems theory lens. The authors suggest ways to amend the limitations of these current systems by utilizing existing grassroots methodologies more widely, such as the national referral mechanism (NRM) for human trafficking survivors and other qualitative tools in fieldwork settings.

INTRODUCTION

Knowing an institution's mission means recognizing approaches that are motivated from within and how institutions have their own motivations, which inform an anti-trafficking agenda.

To examine this, the following systems are reviewed in this chapter:

Law Enforcement Agencies (LEA)	Enforcement/Prosecution Motivated
Victim Assistance Programs (VAP)	Prevention /Intervention Motivated
Non-Governmental Organizations (NGO)	Assessment, Prevention, Intervention, Prosecution motivated
U.S. State Department	Assessment/Policy Motivated
Financial Banking Practices	Compliance Motivated/Intervention, Protective and Restitution models
National Referral Mechanism (NRM)	Grassroots Motivated

Survivor lead NRM research models can provide a lens that can help to evaluate successful program outcomes and investigative insights improving the anti-human trafficking agenda.

Defining Human Trafficking

The Palermo Protocol definition has many legal interpretations and has been critiqued as presenting challenges in prosecution models (Seideman, 2015). It is important to note that this definition has been suggested as a barrier in prosecutorial models where human trafficking is defined differently legally in different jurisdictions, supporting the authors' argument that systems influence outcomes.

While acknowledging how definitions are interpreted is more important than the definition itself, the author employs this definition for simplicity to refer to human trafficking when comparing system approaches throughout this paper.

The Palermo Protocol Definition of Human Trafficking:

The recruitment, transportation, transfer, harboring 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 (United Nations Office of the High Commissioner, 2020).

Systems Theory

Systems influence behaviors and outcomes and should be considered in how they are approaching the anti-trafficking agenda. The authors suggest more emphasis on models that are more flexible in responding to the anti-trafficking agenda. Moreover, the use of more grassroots models led by survivor data to inform more detection indicators and needs from a ground level to amend the system limitations discussed throughout.

From economics to law enforcement, to countries to culture, to the private sector, one can see how both barriers and solutions might differ across disciplines—understanding how the definition of human trafficking and its approaches can become burdened by institutional agendas and decrees.

"Top-down models" distort through their own institutional lens, what is best for the agency, the nation-state, or the professional discipline first and an anti-trafficking agenda second. Institutional limitations

beset a distortion of what the survivor needs because of agency motivations. The authors argue that National Referral Mechanisms (NRM)'s can neutralize system barriers in anti-trafficking initiatives.

Systems Theory is Defined as:

System theory provides a powerful method for the homeostatic systems, that is, systems in which feed-back-controlled regulation processes occur. Since human goal-oriented behavior is regulated by such system processes, systems theory is very useful in psychological research. One of the most elaborated psychological models based on systems theory is the Zurich Model of Social Motivation by Bischof. This model postulates the existence of three basic motives or needs: the needs of security, arousal and autonomy (Schneider, 2001, p. 10120).

What is NRM, and How Does it Inform the Anti-Trafficking Fight

In collaboration with the Anti-Trafficking and Monitoring Group, the Organization for Security and Co-operation in Europe (OSCE) recommends a Participatory Action Research (PAR) design tool that works with survivors of human trafficking. The Journal of Epidemiology and Community Health defines Participatory Action Research (PAR) as:

Different from most other approaches to public health research because it is based on reflection, data collection, and action that aims to improve health and reduce health inequities through involving the people who, in turn, take actions to improve their health. (Baum, MacDougall, & Smith, 2006, p. 854).

The National Referral Mechanism (Organization for Security and Co-operation in Europe, 2004) is a PAR-designed human trafficking rapid-assessment tool specifically designed to identify risks and prevention measures. The NRM-PAR methodology of working with survivors and important change agents helps exact legislative reforms and an implementation process to improve programming for survivors. This tool can bypass the power/survival incentives inherent in agencies and systems by instead focusing on survivors to inform the process. The NRM has a structure that could be extended easily to include the gathering of indicators and unknown typologies for better detection.

The OSCE describes the NRM as a:

Cooperative, national framework through which governments fulfill their obligations to protect and promote the human rights of trafficking victims. It enables the coordination of their efforts in a strategic partnership with civil society organizations, the private sector, survivor leaders, and other actors working in the field (Organization for Security and Co-operation in Europe, 2004, p.1)

The PAR handbook (Organization for Security and Co-operation in Europe, 2004) referred to as the National Referral Mechanism (NRM), identifies the resources and needs of human trafficking survivors. The handbook discusses how to work with survivors to inform four pillars: *Identification plus protection; Individual Support and Access to services; Social Inclusion; Criminal Justice and Redress*. Trafficked Survivors can describe what "is happening" as opposed to what policymakers' "think is occurring". The model suggests that the authentic experience of the survivor will amend the laws.

The U.S. State Department has a unique position to encourage these NRMs. The NRM handbook (Organization for Security and Co-operation in Europe, 2004) has designed a rapid assessment tool that

survivors can vet to identify implementation or program problem gaps. The design is comprehensive and applicable to use not just nationally but at any jurisdictional level. Some countries in Europe have already adopted this grassroots framework, including Scotland and The United Kingdom (Organization for Security and Co-operation in Europe, 2004).

The idea of a model that puts everyone on the same page internationally would allow for better global protection and detection. Its framework can easily be expanded to look for procurement and detection indicators in the financial sector as well. In addition, survivor-informed collection lends credibility to the data and supports democratic principles of working with the population. Finally, the State Department provides a flexible model to push this endeavor through its foreign institutional structure, which informs policy initiatives and national security threat-assessments of trans criminal activity.

INTERNATIONAL SYSTEM MOTIVATORS, AND BARRIERS

Taking just a few barriers as examples to why survivor informed data is important, one will note that there are many more barriers, which are not discussed but prevalent. Barriers might include the unknown needs of the survivors or barriers in the community unknown to policymakers, such as police corruption or other complications of the cultural landscape that only survivors can reveal. An NRM therefore can lend to better-informed data in nations where corruption is prevalent.

System Tools: State Department

The Central Intelligence Agency and diplomatic assessments inform prevention and intervention models to support diplomacy and foreign policy (Lowenthal, 2020). Foreign LEA attaché assessments provide the Attorney General criminal investigation/enforcement assessments. These intelligence entities could have shared objectives from time to time but, they generally inform different systems with different goals. In general, the purpose of the State Department is to promote policies that mitigate risk, not enforcement.

The U.S. State Department has a culture revolving around assessments for diplomacy, not policing the world. Prevention models, as a result, would benefit greatly from a culture attuned to implementing interventions proactively. Furthermore, U.S. State Department and Diplomats are guests in foreign countries where the law is often very different. As an institution consisting of personnel overseas. Assessment is an essential everyday tool, and the institution itself relies on the critical thinking of its employees and connectivity to the local environment to inform National Security Issues. It does not enforce, as in the case of LEA, but observes and plans. Because of their post, the State Department culture demands rapid assessment capabilities assessing societal needs and responding quickly in unstable environments where legal authority is not a tool at their disposal.

Community assessments are a skill that would naturally develop within such a system by its function to think proactively rather than through an enforcement lens. Understanding the lay of the land means observing reality and developing program solutions. Because such enforcement tools are not as available, negotiations, incentives, and prevention models are more refined. Unlike LEA assessment tools geared towards prosecution, prevention and intervention models present very different outcomes.

Instead, planning assessments also allow for a different information gathering schematic, which focuses more on population needs. Policy and negotiation require dynamic outcomes requiring critical thinking and implementation skills. The LEA schematic is, "the law says this, go enforce it" and "the

procedure is this." Critical thinking as a skill set is not encouraged in the LEA system by the nature of its function. The LEA post is to enforce the law; the inability to do so impedes the enforcement post or is seen as unruly behavior, rendering the need for community assessment obsolete.

U.S. State Department System: Policy Mindset around Risk Mitigation and De-Escalation

While the U.S. State Department operates in a silo, its function as an institution promotes intelligence assessments for policy formation and intervention and focuses on risk mitigation from its groundwork. The policy is the objective, which directs LEA involvement but is secondary to its mission of prevention.

Prevention models are not common in the Justice Department; a crime must first be committed for a response. Diplomacy operating on a prevention and de-escalation model means pro-action instead of reaction and is more plausible within this institution. Most of the human trafficking budget goes to prosecution-first models, the DOJ was awarded 101 million in 2021 without a centralized Human Trafficking Bureau. It is appropriating funds to piecemeal initiatives and other enforcement bureaus (Trafficking in Persons, 2021) But to charge the DOJ with such endeavors as prevention and assessment is futile to deliver outcomes that are not part of its function.

The State Department as a system is a good home for human trafficking initiatives. Human trafficking as it relates globally and presents National Security threats, but also because the DOJ is not as equipped as a system to handle a global problem without assessment, prevention, and diplomacy as centerpiece tools. Modeling program insights and developing new indicators will be missed without these assessment capabilities that the State Department provides.

LEA disciplines are more closed to working with other disciplines, where State Department officials understand their success is from building relationships with local partners – a needed platform for NRMs to work. Prioritizing enforcement as a tool to combat a growing global problem removes the ability to respond in prevention matters. An assessment point of view of knowing where to intervene begins with proper assessment abilities.

The assessments provided in the State Department's TIPS report, speak to this point, where protective factors weigh risk factors (Trafficking in Persons, 2021). The reports are comprehensive and show their capability to assess ground information and criminal activity to geographic location. LEA gains in learning new indicators here, but the gains in possible prevention methods without a system trained in prevention assessment are lost on the DOJ.

Diplomatic relations are a focal point to problem-solving and human trafficking being a global problem requires every tool available. The State Department could alert new indicators through publications or local NGOs, understanding that it too operates within a silo and shares this barrier with other intelligence assessment agencies. A tool such as an NRM used and shared more broadly could square up this intelligence silo.

NRM addresses discrepancies and differences between jurisdictions while adding validity to the effectiveness since survivors of human trafficking vet it. While the NRM can build in investigative inquiries that can inform future investigative typologies and support services, it must be understood that NRMs must address the dynamic criminal climate of trafficking with periodic evaluations. This open model can look at myriad factors, improving geographic indicators and unknown unknowns. Criminal networks are not static. Where NRM initiatives live as a research tool matter, understanding the systems that exact these tools can lend to the success or failure of new indicators for all: prevention, Intervention,

and prosecution. PAR research tools are community assessment tools that have a grassroots purpose and require those who understand community assessment at its core.

U.S. State Department System as an Assessment/ Prevention Model in Place of LEA Prosecution Model

The State Department has a culture for assessment in every modality. Their annual TVPA tier criteria evaluate interventions and prevention as well as prosecutorial models (Trafficking in Persons, 2021) proving that risk mitigation is valued. The State Department and Diplomats are guests of a sort in foreign countries where the law is often very different. As an institution, consisting of personnel overseas, assessment is an everyday tool and the institution itself relies on the critical thinking of its employees and connectivity to the local environment. They are the opposite of a closed system in that their post requires rapid assessment capabilities to respond quickly in unstable environments without legal jurisdiction. An emphasis on assessing available resources and threats is molded into this institutional design through the necessity of its post.

Community assessments as a skill set would naturally develop as a result making it an exceptional system to promote an anti-trafficking agenda. To understand the lay of the land means observing reality as opposed to what the law says. Making an assumption that the law is adequate, poses risk to survivors, which is revealed in later vignettes. Therefore, the DOJ with its inability to formulate assessments based on reality poses risk to survivors. Diplomatic intelligence is for the purpose to reform policy. NRM assessment tools are developed for prevention and intervention as well as other models to inform policy. LEA assessments geared towards prosecution, do not lend to policy reforms. To assess and plan… as opposed to react and enforce also allows for a different kind of information gathering schematic more equipped to address the complexity of human trafficking. Being able to address all models throughout all countries requires an ability to assess population needs and a society's deliverables.

Policy and negotiation are dynamic outcomes requiring critical thinking and implementation skills. The LEA schematic is to follow orders, and "the law is this" and "the procedure is that." The assumptive nature of LEA assessments do not yield a critical look at how to amend reality. Enforcement should be a tool of last resort. Critical thinking around policy reform is not an available skill set developed in LEA as it is within the Central Intelligence Agency (CIA).

The CIA is not an enforcement agency, it is devised to provide intelligence for the purposes of policy formation and intervention (Lowenthal,2020). LEA attachés in the State Department will perform assessments that look at infractions and serve prosecutorial models, reporting to the Attorney General Their analysis and assessments are not formulated towards intervention for diplomatic models. LEA investigations are still a necessary tool in intervening in human trafficking, but their limited function poses risk to housing NRM assessments.

Critical thinking, in general, is an impediment to the LEA post, where one must follow orders and enforce the law. An assessment for intervention or diplomatic negotiations versus an assessment of infractions or prosecutorial case-building should never be confused. They are fundamentally different. While individuals will always behave on a spectrum within these agencies based on personality etc., the DOJ vs the State Department systems mold cultures with different objectives. There is no glory in prevention because there is no reason to rush in to save the day. Our promoting of prosecution-first models, takes away from what prevention and intervention can provide, effective human trafficking policy reforms in place of waiting for crimes to take place for the purposes of prosecution and/or enforcement.

Connecting to local partners is an important part of the assessment. Diplomatic results rely on the nature of reality, not necessarily law. While the State Department also operates in a silo, still its function as an institution promotes intelligence assessment for the purpose of policy formation and intervention and is geared towards risk mitigation. Prevention models are rarely seen in the Justice Department, a crime must first be committed. Recognizing the success of an NRM initiative means recognizing the DOJ is diametrically opposed to such assessment activities.

Diplomacy operating on a prevention and de-escalation model, means pro-action, as opposed to reaction, and therefore is more plausible. LEA disciplines also promote inwardly and are closed to working with other disciplines. Where State Department officials understand their success is from building relationships with local partners for both information gathering and implementation.

From an assessment point of view, understanding where to intervene begins with proper assessment abilities. The assessments provided in the over 600-page TIP report are extremely comprehensive and show their capability to assess ground information and criminal activity to geographic location as well as prevention measures (Trafficking in Persons, 2021) making this a framework that could easily house NRM initiatives that consider modalities other than just prosecution. Diplomatic relations being a focal point to problem-solving and human trafficking being a global problem, this system can enact programs that support the intelligence needed for indicators and typologies within both local and international arenas, relaying new information to both the LEA and policy arenas.

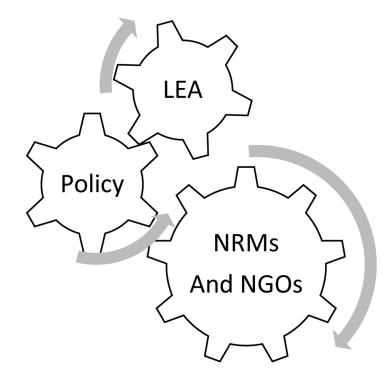## ASSESSMENT, POLICY-PREVENTION, INTERVENTION, PROSECUTION

The Rube-Goldberg of the anti-trafficking agenda matters. How these modalities are arranged determines how models affect one another. Some systems can trigger other models more efficiently, simply by their arrangement. NGOs can be smaller but more flexible in responding to changing needs. NRMs provide accurate grassroots assessments that can inform proper implementation. Policy is a more significant goal but forces the hand of LEA and addresses problems within prosecution/enforcement models.

Models do not all have the same ability to trigger other models. Synergizing the collaboration of the anti-trafficking agenda means focusing on how these models are arranged, utilizing their function, and maximizing results. Knowing how to arrange your systems efficiently will allow for cyclical results that continue to inform processes for improvement.

Prioritizing NGO's Forces Stronger LEA Involvement and Information Sharing

Public-private partnerships between law enforcement and the NGO community do not change the NGO message or law enforcement's ability to enforce what is already on the legal books. NGO's who invest in advocating for better laws reflected in victim testimony and promoted to change policy force the hand of law enforcement without expending energy on the "private-public" partnership. By focusing resources on policy reforms, law enforcement is inadvertently involved. Law enforcement does not have the same ability to make advocacy system changes but still must respond to them if changed. NGO's who have good working relationships with LEA's could benefit from learning more about the barriers LEA's face to shore-up policies in their lobbying, but where LEA barriers of protecting sources and methods present as a barrier for information sharing, these partnerships will fail to support NGO mission work.

Figure 1. NRMs turn the LEA and Policy Cogs: LEA function does not turn these systems as efficiently or at all; new indicators from qualitative design inform policy initiatives and new indicators for LEA investigations

Promoting only the LEA mission of prosecution-first does not support victim-centered approaches. The function of law enforcement to provide prevention and protection over prosecution is also systematically flawed. Prosecution cannot happen if survivors do not report because of safety concerns. One study (Farrell, McDevitt, and Fahy, 2008) looking at issues around the prosecution model suggests reasons why survivors do not come forward. These factors can be managed by a prevention model that considers the self-preservation and safety planning of the victim: 83% of trafficking survivors report fear of retaliation, 77% potentially involved in criminal activity; 80% fear deportation and 70% report lack of support. Survivors hold safety at a greater value than seeing their perpetrator prosecuted, reflected in their inability to report to LEA.

By prioritizing law enforcement models, the reality is often ignored, that victims do not cooperate with LEA, as they do with VAP's (Victim Assistance Programs), or NGOs highlighted in later vignettes. Shoring up the legislative gaps, and prioritizing protection and prevention models; means shifting political power and money to NGOs who can design innovative systems to address these barriers with policy pressure and the circumstances as service providers.

Healthier Models for Survivor Advocates: Policy/Prevention, and Intervention

Alleviating psychic pressure and trauma means focusing on high functioning defenses, which are inherently available in prevention/intervention advocacy work. High functioning resiliency defenses such as

"affiliation" (Diagnostical and Statistical Manual of Mental Disorders, 2007) displayed in community building and supports, and or "altruism" giving back to the community or "self-assertion" and, or "sublimation" understood as action-oriented defense mechanisms.

However, Prosecution-first modalities do not provide these same mental health resources to the survivor. In Prosecution-first modalities, survivors can lose personal-agency altogether over their case; be held in contempt of court or be charged as a criminal. A sex trafficking study in San Diego reports that the criminal justice system has 50% of trafficked victims misidentified as criminals (National Association of Social Workers, December 2020 – January 2021). It should not come as a surprise that law enforcement reports that their most significant barrier to victim identification is victim cooperation.

A study to improve law enforcement identifiers of trafficked victims (Farrell, McDevitt, and Fahy, 2008) lists "uncooperative victims" as the number one most common indicator of being trafficked; the number two indicator is not having control of documents; with a third indicator of living in shared quarters. "Uncooperative victims" being the number one indicator should reveal to all that law enforcement, which the authors place under "prosecution-first" models, is a barrier to identify victims because they fail first to protect them.

Self-preservation and personal agency need to be present for victims to feel safe in reporting that can alert LEA. No one can understand these barriers more than survivors themselves. Survivors of trafficking know what feels empowering to them and what is a matter of personal safety. Advocacy as an empowerment model is a choice. Forcing a person to participate in advocacy or the prosecution process is revictimization when safety is a secondary motive of the agency's mission.

When there is a purpose for survivors to remain involved in assisting victims or to help with investigations, their efforts should be welcomed not only for the premise of their healing but also for further investigations and inform changes to the law allowing for better protection. Survivors are experts. Survivors, who are advocates who are shut out of the law enforcement or policy-making arena, reflect the arrogance of this top-down model. VAP's and NGOs are a more welcoming model for advocacy, information sharing, research, and investigative insight. Survivor involvement in an NGO setting might mean securing one's safety before alerting law enforcement.

Where the law does not outline infractions, LEA is not prompted to respond by the very nature of their post. It is a farce to think law enforcement results will improve by more training; without recognizing the limited function with which they operate. As a system, they are grossly misprioritized in the fight against human trafficking when other models can alert them to investigations and push for legislative protections.

Trafficking Survivors and System Re-Victimization in Prosecution Models

It is important to note that there is a difference in "revictimization" by a system; versus the advocacy that survivors become involved in to change a system. The difference in advocacy and prosecution means compounding psychic pressure: The loss of personal agency over their case within the court process can compound shame and blame. Revictimization in the court process might include not being believed, having their right to safety undermined, or being charged with a crime. Their involvement in their healing is better met when survivors are protected from the prosecution process and invited in as advocates in support of human rights.

The survivor who can speak of the psychological barriers and the tactical means in which they were held against their will cannot be replicated in undercover operations. Survivor stories inform quantitative data and undercover operations, but without the safety to report these indicators, what could be

missing will remain unknown to future typologies in the LEA community. The "uncooperative indicator" (Farrell, McDevitt, and Fahy, 2008) noted by law enforcement reveals that qualitative investigative material needed to fuel future victim typologies is not an appropriate system for developing new human trafficking indicators.

Safety-first models and Victim Assistance Programs (VAP) that put self-preservation and safety as a priority allow for victims to come forward more easily and can lend itself to building an advocacy base for policy changes while also alerting law enforcement.

Law enforcement agencies (LEA) are reactionary and do not focus on prevention. Their function is structurally formulated to an enforcement model, if the laws fail to protect, LEA's fail to protect. To inform prevention typologies that identify procurement and promote advocacy instead of revictimization is a standard best met through other systems designs.

When prosecution is prioritized over victim protection, trafficked persons are less likely to disclose circumstances (English, 2017$_7$). A method of criminal networks to "roll" victims into the network through associated criminal activity is a behavioral indicator of perpetrators in gangs and trans criminal groups. A San Diego study (National Association of Social Workers, December 2020 – January 2021) found that 80 percent of Traffickers in their city were in gangs, and 110 gangs were involved in the commercial exploitation of people. Trans criminal networks and part of one's victimization could include being forced to perform various other criminal activities as a method to keep a trafficked victim from reporting to LEA's. Without self-preservation reporting models, can we begin to learn more about these procurement methods that are part of a victim's story of entrapment?

FINANCIAL SECTOR

Compliance initially motivates banks to search for risk in their portfolios connected to criminal activity. Human Traffickers and trans criminal networks use banks. The Financial sector's ability to fulfill so many models in the fight against human trafficking, from small to significant typologies in detection to providing victims financial restitution and restoring identities, makes it that much more imperative that they broaden their work with survivor data or with NGOs in partnership with banks to grow typologies.

Survivor Advocacy and Anti-Money Laundering (AML) Successes

Timea Nagey, an activist, having been sex trafficked herself from Hungary to Canada (Economist, 2018), reveals the dichotomy of revictimization in the courts when relying on victim testimony versus successful abolitionist advocacy in the financial sector. This comparison reveals how survivor insights can contribute at an advocacy level. Revictimization happens when survivors try to contribute to a system that ignores the shortcomings to prosecute rather than protect them.

The advocacy to change this system may best be best understood by survivors subjected to the prosecution process. Survivors can understand components within these trans criminal trafficking circles and how to identify them, but they too understand the pitfalls of a legal system that fails to protect them.

Moreover, NRMs could potentially provide the following:

1. Specific inside knowledge of a trafficking network
2. Improvements to evidence for successful prosecution

3.   protections for survivors within the prosecution model or addressing the pitfalls of revictimization
4.   Improvements to investigative tools.

Some of the insights discovered by Nagy's advocacy work in the following vignette could continue to be uncovered by PAR-NRM research.

Nagy (Economist, 2018) assisted in over 500 sex trafficking court cases in Canada, to which only 18 cases were successfully prosecuted. In "How can banks be used to stop Human Trafficking" by the Economist, Nagey shared her inside knowledge of financial patterns, inside operations, and specific financial indicators prevalent in the trafficking world at the National Conference for Canadian Bankers.

When she asked if anyone would help her, only one person raised their hand. Director of Anti-money Laundering Risk Intelligence at the Bank of Montreal, Peter Warrack reached outside his exclusive professional group of financial experts, which has since attributed to new indicators in the Anti-Money-Laundering profession. Specific financial indicators lead Warrack to contact Montreal's financial regulator and Canada's five largest banks to formulate something that today continues to be replicated in the AML community, extending its current work into the opioid crisis (project protect). Project Protect shows arrogance leads to ignorance. If no one had responded to working with a sex-trafficking survivor Project Protect might not have developed.

Project Protect (Financial Transactions and Reports Analysis Centre of Canada, 2017) is the result of Nagey's call to action, a sex trafficking survivor and advocate. Project Protect removes the burden of proof placed upon victims, and "revictimization" that can be prevalent within the court system when victims are forced to testify. By providing concrete financial evidence during prosecution, victim testimony may not even be required (ACAMS, 2020). With such concrete evidence, not only is a revictimization model avoided within the courts but can further be used as an investigative tool to identify perpetrators.

The suspicious Activity Reports of Project Protect (Financial Transactions and Reports Analysis Centre of Canada, 2017) increased by 350% from the previous year. Ninety percent (90%) of project Protect's disclosures raised awareness to cases that otherwise would have remained unreported.

Furthermore, restitution and victim compensation can more easily be achieved through asset confiscation (ACAMS, 2020). The remarkable success of these two individuals' collaboration reveals how survivors can contribute significantly to effective financial indicators.

Banks Need more Indicators

Archon Kotecha, a Hong Kong Lawyer working for an NGO called Liberty Asia, has made it her mission to work with survivors of Thailand's fishing industry to inform the banking practices needed to pinpoint identifiers. What the banks' systems are missing, locals can help to identify. (Economist, 2018)

The nuances of trafficking indicators: financial, economic, cultural, or otherwise, are shown to differ by country, jurisdiction, and by trade when looking at qualitative data. For example, the US State Department TIPs report shows typologies differ when comparing trafficking differences country by country. With over 500 known trafficking routes alone (Network of Global Agenda Councils Task Force on Human Trafficking, 2014) and variables related to geographic location, varying from industries; to organ trafficking, forced labor, sex trafficking, forced labor, race culture, Etc. (Trafficking in Persons Report, 2021).

It is no surprise that the OSCE recommends more geographically specific information to inform typologies and improved international investigative standards (Organization for Security and Co-operation

in Europe, 2019). To "drill down" to find more specific indicators reflecting unmeasured nuances within the meta-analytics to date, JP Morgan and Metabank have decided to combine qualitative insight to inform new typologies (Network of Global Agenda Councils Task Force on Human Trafficking, 2014).

. These financial indicators allow banks to file Suspicious Activity Reports (SAR)'s alerting law enforcement and in turn inform typologies.

Financial Indicators from Survivor Research

Given that many of the present-day indicators come from often shared overarching financial typologies applied to countries and industries very different from one another (Organization for Security and Co-operation in Europe, 2019), staying alert to changing typologies that lose validity over time and refining indicators for geographic location requires new attention from the financial sector. The Thomson Reuters Foundation in cooperation with the Manhattan DA, are looking to enhance their typologies by working with several large banks some of which have international offices (Network of Global Agenda Councils Task Force on Human Trafficking, 2014).

Similar to this collaboration and having seen the success born out of Tamea Nagy's call to action leading to Project Protect. The same collaboration can be developed with survivor lead research to also add to these financial typologies. Financial Intelligence Units (FIU)s have a much harder time extracting information from survivors (Organization for Security and Co-operation in Europe, 2019) than what a peer-support PAR model could provide to FIU's. Survivors, when being interviewed by investigators, can become re-traumatized by investigations as their financial identities are intertwined with illegal activity (Organization for Security and Co-operation in Europe, 2019).

Participatory Action Data is a research modality that explores missing information not already being measured, in this case, there could be more typologies to inform FIUs.

The PAR group promotes a peer-developed research group (Baum, MacDougall, & Smith, 2006) that can produce future measurement tools. Both statistical quantitative and qualitative designs can lead to new indicators. These surveys are derived from the experiences of the participants themselves or the population. The Anti-Trafficking Monitoring Group has put out a handbook on designing a PAR exploratory study for Trafficked Victims, which was also PAR designed by Trafficked survivors on how to do such a study (Organization for Security & Co-operation in Europe, 2004). This handbook is a well-developed tool for those unfamiliar with PAR design and working with vulnerable populations.

Survivor Data Informing More Financial Indicators

Qualitative data of survivor stories from investigations, the State Department or NGO's can reveal pre-ferred banking platforms and improved behavioral indicators as just one example to improving typologies for more financial indicators. Participatory Action Research is a methodology that suggests more needs to be known about what is missing. PAR promotes exploratory research within groups that can reveal nuances unknown to outsiders.

Building ways to measure for new tools, and in support of building new typologies, some banks like JP Morgan and Metabank could implement new indicators. Their specific software platforms allow new indicators to be easily searched (Network of Global Agenda Councils Task Force on Human Trafficking, 2014). What indicators are missing in the meta-data can be amended or searchable when added into their

system. Banks who couple up with NGOs performing NRMs, or otherwise privy to new indicators can present new data points, meaning better detection.

Drilling down to financial identifiers at a local level using something like PAR also means adding them back into a system at a meta-data level for future analysis. This process could be a costly barrier for financial platforms without adaptable software. For anti-trafficking industries to create different typologies by country, they will need more localized indicators but also compatible software.

To not have flexible software could mean remaining focused only on the overarching typologies. However, the need to improve is prevalent. For example, OSCE in *Following the Money,* reports of their 600 plus financial indicators they identified, 68% were duplicates, only 10 percent of those were behavioral indicators, and these indicators were used in 5 continents, of which the majority applied only to sex trafficking (Organization for Security and Co-operation in Europe, 2004). One could argue that these are catch-all indicators, but given the complexity of variables spanning the globe, a deeper dive into new indicators is necessary to see what is missing.

QUALITATIVE ASSESSMENTS

Investigative Reporting, as well as NGOs, or PAR, reveal unknown typologies from survivor stories. Survivor Stories naturally inform nuances within culture, geography, race and offer different approaches as a result of resources and barriers which must be understood for effective implementation. NGOs and Journalists can provide a survivor narrative that informs next steps. While NGOs can organize NRM-PAR qualitative studies, their work naturally uncovers patterns unseen to the policy community as it is. Investigative reporting also informs what effective interventions might look like.

Investigative reports are a great way to begin to inform other qualitative instruments such as a PAR-NRM as a great starting place. Qualitative interviewers should be informed on as many topics as possible when facilitating peer-research with survivors of human trafficking.

Investigative Journalism

Exploratory results to uncovering the unknown. Human trafficking and bonded labor share different indicators, procurement methods, and geographies. Often survivor stories are what reveals the intricacies of otherwise hidden networks.

The Outlaw Ocean (Urbina, 2019) documents nuances of the jurisdictional loopholes, supply chain complexities, and layered employment practices to avoid culpability, creating different indicators when looking at "sea slaves." New York Times, investigative journalist Ian Urbina investigates the forced labor practices of sea slaves, providing details on how the fishing industry procures and entraps them (Urbina 2019). The revelations of these case studies cannot be fully measured through quantitative means. Urbina, for instance, reveals a missing paper trail in these case studies, which he speculates is purposeful to conceal bonded labor practices and create plausible deniability of fishing vessels (Urbina, 2019). It was not until survivors described how they became entrapped that one could postulate middlemen-manning agencies are behind many of these disappearances.

The qualitative analysis of these case studies offers up legal interventions very different from other trafficking stories. For example, an indicator of sea slaves is manning agencies with no paper trail to conceal the culpability of fishing vessels (Urbina, 2019). Without a bottom-up approach to diagnosis

where nuances exist, can one begin to understand the problem to solve or if there is any problem at all? Because these transnational criminal groups operate so differently, the response should also look different.

In this case, international waters further complicate legal interventions. Regarding "sea slaves," very different interventions exist because indicators that are specific to the industry, so must these interventions be specific to address other realities.

NGO's- Qualitative Feedback at the Ground Level

Successful implementation is seeing what is working or not working at the ground level. For example, resources in one community may be barriers in another; human trafficking does not present similar interventions as a result. Implementation successful is when assessments reflect the survivor's reality.

"If we find one fisherman, we will find the rest," Patima Tungpuchaykul, who works for the LPN-foundation. This organization performs raids, rescues, and victim assistance, states in the documentary *Ghost Fleet* (Shannon & Waldron, 2019). NGO's and non-profits committed to ending bonded labor have the mission of finding these hotspots, and sometimes LEA is not a resource. Survivors tell not just the entrapment stories revealing the inner workings for further investigations, but as Tungpuchaykul points out, survivors also help the LPNfoundation identify others as local LEA is a barrier to these rescue missions.

The LPN foundation (Shannon & Waldron, 2019) reports they rescued 2000 sea slaves without LEA cooperation because of the risk of police corruption. An essential indicator, if missed, could compromise mission attempts without first understanding the community. Criminal networks are motivated to work with police, seen in case studies, where illegal activities intertwine or seek out connections with police for criminal protection. "The police, the mafia, and the traffickers are all working together" Tungpuchaykul seeks not to inform the police but to avoid them altogether. When looking to breach transnational crime networks, where politically exposed persons and the extent of police corruption are unknown, working with law enforcement could pose a risk.

The local NGO communities recognize that the only trusted resources are the survivors themselves to inform their missions. Without proper assessment, barriers could be confused as resources or vice versa, i.e., the police as a resource, a risk factor that could be overlooked, if not survivor informed. Survivors are a reliable source to recount barriers of corruption or to postulate how policy plays out on the ground level. Concerning corruption not being accounted for at a policy level, When LEA compromises the rescue of victims, prosecution-first models render themselves useless. Survivors offer inside knowledge as to what is risky and what is resourceful.

As these survivors rescue one another from the loneliness of their enslavement (Shannon & Waldron, 2019), they find a family. They share a history and now their native language again in a country where their foreign language once isolated them. Indicators of procurement and entrapment highlight the psychological barriers that kept them from escaping. Their shared experiences present the suspicious indicators and methodical tactics needed to know how to intervene—taking into account culture, poverty, geographic location, and jurisdictional law, where rights of foreigners are limited, making prosecution unfeasible and possibly a procurement tactic to lure foreigners.

Affiliation, a high functioning protective defense mechanism (Diagnostical and Statistical Manual of Mental Disorders, 2007) of belonging, is seen developed throughout the movie between these survivors. LPN Foundation's mission by design is to connect these survivors, which in turn fuels future rescue operations. The isolation of various circumstances is broken as a family of survivors builds a community of advocacy, growing into a movement to rescue others and build upon the work that builds upon itself.

Law enforcement does not build community, it enforces the law, and sometimes they do not enforce the law at all. The mission design responds to the resources and barriers that would look different in other communities.

LAW ENFORCEMENT AGENCIES FROM A SYSTEM PERSPECTIVE

LEA barriers are difficult to know about because of guarded practices. LEA can be politically exposed or colluding with human traffickers (Shannon and Waldron, 2019). A motivation of traffickers is to protect their criminal network and to seek out protection however they can. Survivors can offer insight into this potential risk within the NRM framework.

More generally, the LEA's mission is to enforce the law, and it does and is essential to the fight against human trafficking. However, making sure the LEA system is effective means paying particular attention to system barriers that affect survivors.

Entropy or Bureaucratic Disorder

Like snuffing a candle, without oxygen, it burns out; social systems do the same. Closed systems can be ineffective for handling the complexity of Human Trafficking. LEA and professional organizations that operate narrowly in discipline can risk becoming rigid in procedure and training. Tools need to be updated, and that means learning new tools outside one's discipline.

Where badges and rank inside LEA silos promote expertise, it can also stifle assessment ingenuity. As expertise in the room increases, originality, and flexibility of thought decreases (Grant, 2016). Professional experts inside their silos of expertise have the challenge of utilizing new approaches or accessing information quickly in such cases.
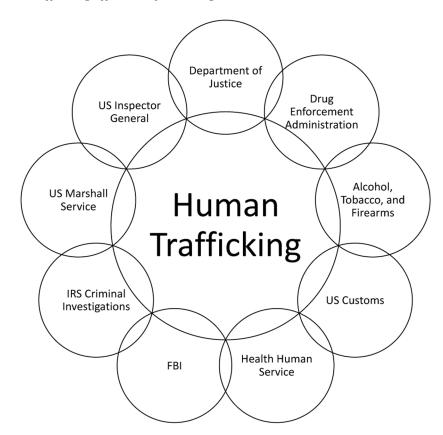
They can often be guarded and remain closed off to the expertise outside their preferred protected network (Lowenthal, 2020). Trans criminal networks are ever evolving, and so too must our systems reflect the ability to keep up. When experts are concerned with protecting the exclusivity of their professional expertise, they lose the feedback necessary in evolving better work products. Entropic social system theory is adopted from thermodynamics, where systems break down and become disordered without new inputs, ultimately leading to ineffective methods. (American Heritage Dictionary, 2009). One example of how these professional disciplines separate themselves by expertise is where victims are trafficked across jurisdictions or borders. In these scenarios, LEA or intelligence services need to communicate.

When a collaboration between intelligence services is needed, they become inflexible for many reasons (Lowenthal, 2020). Where jurisdiction entanglements could include local LEA, federal, state, or otherwise, depending on where the individual is trafficked, we see how tight networks lend themselves to the disorder to collaborate. Given that none of the 13 Justice Bureaus list trafficking as a secondary mission on the *Justice.org website*, one can only assume what these collaborations look like.

LEA partners can speak to the politics between LEA partners in competition that is not separated by intelligence rank but rather politics and department funding (Lowenthal, 2020). LEA culture to protect one's case or department causes debates over the effectiveness of collaboration. Because badges and rank further separate these silos, LEA scholars must recognize that these silos are likely to continue as a significant barrier to any human trafficking initiative.

Finding ways to improve the assessment tools needed to keep up with the sources and methods of traffickers that are both global, cyber, financial, and local, without a Bureau of Human Trafficking, means navigating these closed-off silo systems laden with hierarchy. It is the responsibility of LEAs to recognize from within where they can best build these intelligence bridges between their departments and amend their mission statements or require new training in their respective training schools annually. To bridge information through training is a straightforward way to address LEA culture. Changing a culture takes time. In the meantime, it is imperative to amend these deficiencies with information-sharing bridges between these silos for conducive results. Until then, NGOs can amend these intelligence deficiencies through their ability to collaborate around these noted barriers.

Figure 2. Human trafficking affects all federal agencies

Survivor Insight and Information can Improve LEA Products

Anti-trafficking systems require dynamic adaptability to the ever-changing landscape of criminal activity. Reaching outside of an LEA silo for information could be an offense. The system has limitations to information sharing, with procedures, hierarchies, and protocols (Lowenthal, 2020). Guarded agencies requiring professional membership run the risk of not knowing what they do not know.

The barrier to obtaining outside information, while possible, still can present as a hurdle. In states of Denial, Stanley Cohen discusses the reasons for cultures of denial to protect their bureaucratic machinery rather than adapt to evolving fluid models (Cohen, 2001).

Recognizing that "stovepipes" or silos are part of the intelligence collection reality (Lowenthal, 2020), finding ways to bring intelligence to all the silos uniformly with new data indicators instead of trying to create a new system presents as a smaller hurdle. NRM's could be one such information bridge.

Additionally, NRMs can inform a consumer piece of DOJ's handling of their cases. Many companies in the private sector use consumer action boards or survey houses to improve their products as an oversight tool. NRM's could similarly provide uncompetitive feedback to refine both policy and procedure. Oversight of LEA products can come from survivors. Law enforcement relies on the procedure. New policies should reflect better protections if prosecution-first models are to endure.

One way to provide feedback (Farrell & Fahy, 2008). is through the consumer; NRMs can do that with a lens absent to the politics within competing bureaus. The victim-centered design and theory of best practice fail because of a lack of LEA cooperation. Decades of research shows they are unequipped to identify and protect because of outdated safety planning procedures.

Their in-house protocols show to put people in even greater danger when forensic assessments do not consider the nuanced bio-psycho-social nature of the crime (Benitez, NcNeil, & Binder, 2010).

Absent specific US state-mandated reporting requirements, which differ state to state, clinicians can assess bio-psycho-social indicators to provide safety plans before alerting police. However, clinicians and hospitals who observe "first do no harm" Hippocratic decrees become double-bound with reporting requirements that could put a patient in danger. The LEA-house response can defend their systems, denying that accurate assessment is to blame "I was just following procedure (Cohen, 2001)" while a cogent excuse in a system that enforces the law and is not inaccurate should also serve as an indicator that to evolve procedurally requires outside policy pressure.

To know where policies need to be changed is through the consumer. From a systems approach, survivors and advocates need to couple with legislative bodies to create laws that better police responses to safety issues. LEA's, enforce the law, and when the law fails to protect, identify, or protect victims, we must look primarily at the "law," not law enforcement to blame. Without managing constant policy improvements or informing our systems with the ever-changing landscape, systems will begin to atrophy. "We have always done it this way," the all-too-common defense of outdated bureaucratic machinery. Systems need to have intelligent-outside-checks-and-balances. NRM's can be both an investigative and a consumer tool for LEA's. Outdated policies that fail to keep up with the evolving trafficking threats need attention. Survivors can point out where to shore up these outdated systems through their experience of being trafficked for intelligence gathering and as a consumer of the prosecution process.
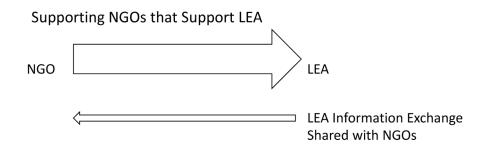
NGO System Design Versus LEA System Design in Public-Private Partnerships

By promoting and supporting law enforcement models, the reality is often ignored: victims do not co-operate with LEA, as they do with VAP's (Victim Assistance Programs), or NGOs highlighted in later vignettes. Shoring up the legislative gaps and emphasizing protection and prevention models; means shifting political power and money to NGOs who can design innovative systems to address barriers with policy pressure. Being a guarded profession, the exclusivity of LEA's does not share sources and methods in the same way NGOs can. These relationships are not partnerships; they are one-sided information-

exchange relationships (Organization for Security and Co-operation in Europe, 2019). Without changing this dynamic but giving greater support to NGOs, everyone gains more in the private-public partnership.

The LEA cog turns only in one direction. With an NGO prevention/safety-first model, ground-level information improves, providing better information to LEA partnerships. NGO's invite law enforcement into their circles to enforce a prosecution case, but the exclusivity of law enforcement and the intelligence community prohibits inviting NGOs into their circles of confidential information. By shifting the political will to supporting NGO's we do not lose the LEA involvement to enforce the law to learn from NGOs, but by maintaining prosecution first models, we lose intelligence sharing in the "public-private" partnerships when NGOs are not put first.

Figure 3. New indicators from qualitative design and NRMs inform new indicators for LEA investigations but information from LEA is more constrictive with its ability to share in public-private partnership; supporting NGO models first, better supports the information exchange in the public-private partnership

NGO'S FLEXIBLE SYSTEM

NGO's who work with survivors have access to qualitative indicators that can inform other models, making NGOs an ideal home to perform NRMs or other rapid assessments. They can inform LEA investigations, trigger LEA enforcement, and bridge the competitive LEA silos through their collaborative abilities to share more openly. NGOs are instrumental in advocating for policy changes where LEA does not take that initiative by its function.

NGO's can Address LEA Limitations by Taking the Best and Leaving the Rest

With new information comes new resources. Sources and methods within bureaus can take on a culture of promoting agency missions around funding. As opposed to collaboration, competition between bureaus is a barrier (Lowenthal, 2020) that can be bridged where NGO's strength is often collaboration. The funding and political incentives of NGO collaboration look different because of the developing resources from outside and inside. Political funding could be private or public, sharing cases and resources might be stipulated in their mission. NGO architecture is different everywhere because it can develop organically in response to needs.

Human trafficking involves many facets, and because the LEA and intelligence bureaus work in silos, NGOs can respond to these gaps more fluidly. What is learned, may not be shared, or have nowhere to be shared within the architecture of the DOJ. Nic Mickely, Ex-CIA operative for counter-narcotics and counterterrorism (Valuetainment, 2021), stated within his career, when he came across trafficking, there was no bureau in which to report, nor were his missions oriented to address trafficking. Now CEO and founder of the DeliverFund, Mckinley's NGO can operate as outside LEA support instead of an inside LEA competitor. DeliverFund, an NGO that works with the LEA community, is not bound by bureau machinery, providing a more flexible system for response and solving some of the barriers between LEA bureaus. (Lowenthal, 2020)

Specific Industry Indicators: Hotel, Airline, and Trucking Industry

NGOs have the creative flexibility to meet demands at both a ground level and as a collaborator. NGOs can lobby, organize, build coalitions, and collaborate where government entities are more constrained by their bureaucratic machinery. NGOs are proving successful in getting eyes on the ground to improve behavioral indicators as a result, lending itself as a tool for LEA to intervene.

Truckers against trafficking (Network of Global Agenda Councils Task Force on Human Trafficking, 2014) look for behavioral indicators of Traffickers to prevent and alert law enforcement and behavioral indicators of survivors to intervene and alert law enforcement with over 300,000 trucking companies in the United States, they seek to identify potential traffickers, and of the 7 million employed in the industry, they have enlisted 24,000 TAT trainers to alert drivers of Human trafficking. TAT has boots on the ground and are well-positioned observers. TAT has survivors speak to drivers to share their story and shares their insights back with LEAs on the indicators of both perpetrator and survivor observations.

End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes (ECPAT) (Network of Global Agenda Councils Task Force on Human Trafficking, 2014) has positioned with over 1200 Companies worldwide, including hotel chains such as Marriott and Carlson, which are globally located. They view themselves as a prevention model but fall into the category of an intervention model as well. ECPAT measures indicators coded by location and evaluated their ability to prevent trafficking.

Marriott International (Network of Global Agenda Councils Task Force on Human Trafficking, 2014) trains all its employees to recognize behavioral indicators. These are not just behavioral indicators specific to the hotel industry but are localized by region for identification and intervention purposes as well. These NGOs trigger the prosecution model when alerting police. The opportunity to organize employees in mass operations is because they share and train personnel with the indicators, sources, and methods for identifying. However, they are not bound by the protections of their sources and methods, seen in LEA undercover operations. Likewise, personnel who can recognize what is abnormal must also understand what is normal by comparison. To detect indicators in specific industries where trafficking nexuses occur makes for identifying new or changing identifiers, which can refine better LEA investigations.

Another trafficking nexus is the airline industry. Innocents at Risk has thousands of airline flight attendants trained and has the ambition of representing itself in all the major carriers (Network of Global Agenda Councils Task Force on Human Trafficking, 2014). The flight attendant initiative pairs with Homeland security, the State Department, and Border Protection (Network of Global Agenda Councils Task Force on Human Trafficking, 2014). Because of this collaboration, what is identified, has a means of being reported, leading to effective LEA interception and response.

While these examples do not profess how behavioral indicators are developed within different industries, nor how survivors were able to maintain safety after LEA involvement, survivor information can better inform who, where, why, and how they came to arrive at specific locations, revealing routes, tactics, and behavioral indicators to alert these organizations which continue to collaborate with LEA. NRMs as a standard tool used widely would help to further these effective NGO partners.

NGO's Can Petition for Law Enforcement Response while Protecting Victim Identities

Bonded or forced labor is targeted through punitive measures against human rights offenders in the supply chain (Syam & Roogensack, 2020). Section 307 of the US Tariff Act authorizes Custom Border Patrol agents to issue Withhold Release Orders (WRO's) from the filings of externally submitted petitions. Direct worker testimony or victims of bonded labor informs these petitions (Syam & Roogensack, 2020). When filed through NGOs the victim's identity can be protected. If society fails to have a network that works with survivors, it fails to recognize our ability to intervene when victim testimony is revealed outside of LEA models. Prevention/Safety-first models do not mean LEA are not alerted to a crime.

While the threshold to file a WRO is low and can be filed anonymously, survivor testimony is often crucial not just in arriving at indicators but seen here in the very implementation process of WRO's to disrupt corrupt supply chains (19 CFR §12.42(e), 2007) Trust is paramount for survivors when working with NGO's who will file these claims. The process respects the safety of those who testify when NGOs file. When more focused on protecting survivors than on prosecution, survivors are more likely to come forward.

Withhold Release Orders to combat trafficking in supply chains (Syam &Roogensack, 2020) and T1 Visa's filed with USCIS (8 CFR § 214.11, 1986) for trafficking victims seeking VISA protection status; both have mechanisms that protect victims while alerting law enforcement. These are examples of how to alert law enforcement to human trafficking networks while also maintaining the safety of a client.

NGOs that organize around Victim Assistance Programs/ VAP methods are examples of where safety-first modalities can encourage victims to come forward while having the ability to trigger a law enforcement response. Suspicious Activity Reports (SAR) filed by banks can also allow victims to come forward in the prosecution process while protecting their identity and help victims in the restitution of reclaiming their financial compensation and stolen identities (ACAMS, 2020). Depending on State laws, victims can use medical reports for different statutory periods.

NGO's that Have Petitioned for Global Magnitsky Sanctions

Like NGO's who use victim testimony to support (WRO's) Withhold Release Orders to disrupt supply chains of forced labor to direct Customs Border Patrol; NGO's can use victim testimony as well to support "credible evidence" in petitions filed to the OFAC department at Treasury for sanctions concerning human rights abuses (22 USC §§2656).

The Global Magnitsky Accountability Act does not rely on victim testimony alone but adds to the weight of the proposed sanction or could trigger sourcing further intelligence in support of placing a sanction. The Glomag sanctions include freezing one's assets and a visa sanction (Global Magnitsky Human Rights Accountability Act U.S.C.§§2656, 2016).

For trans criminal groups that hold office and operate freely with impunity, such a sanction could help to cripple a network such as in *Criminal States,* or countries that engage in criminal conduct as part of their statecraft (Kan, 2019). State-sponsored terrorism has often engaged in human trafficking, to fuel terrorist activities (Binetti, 2015). NGO's providing direct need services or who become aware of human rights abuses can report these activities to the Office of Foreign Assets and Controls (Human Rights First, 2017).

A more common threat than criminal statecraft is *Mafia States* (Naim, 2012). Mafia states are described when criminals pursue political office or LEA posts to fuel their activity. Major illegal traffickers for some time have sought out political office to run their operations.

The Yakuza gang, a prominent criminal network in Japan, has a history of holding political offices, where legal prostitution funds their arms and drugs trafficking activities (Gragert, 1997).

In Russia, Cayman accounts were notoriously used to buy political office for impunity in the Duma, allowing the trafficking of arms, women, and drugs to operate more smoothly (Hughes, 2001). Criminal networks purchase diplomatic passports or pay corrupt officials for diplomatic posts, allowing them impunity and smuggling opportunities to protect illegal activities (Martin, 2019). Glomag is one way to cripple these trans criminal networks, but first, they must be identified. In a world where human trafficking exists, whom can anyone trust? Possibly those who have been harmed by these networks and can attest to their nefarious activities of corruption.

Human Rights First (Human Rights First, 2017). is an example of how NGOs can trigger other models of action. Human Rights First has petitioned the US Treasury concerning 15 people for Glomag sanctions in 2017. They have since formed a coalition for any NGO in need of filing Glomag petitions to (OFAC) Office of Foreign Assets Control at the Treasury when such insights are discovered (Human Rights First, 2017).
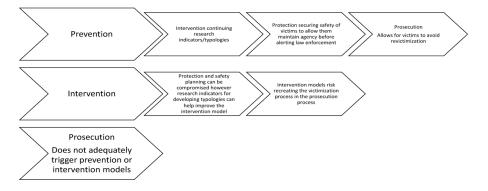
Figure 4. The difference between prevention, intervention, and prosecution

TRAFFICKING SURVIVORS DOING ADVOCACY: HEALING MODALITIES

NRMs not only helped to shore up systems or inform better policies, but they can also be empowerment tools for survivors. Group work as a healing modality presents similar qualities in PAR designs. From building community to transcending someone's traumatic experience to make a difference.

Survivors Who Work in Victim Services

Susan Munsey, LCSW, Survivor, and Advocate at Generate Hope in San Diego, assists victims in re-gaining their life after having been trafficked. "I had been trafficked at the age of 16, I wanted to give back to the community, and I had the skills to do it" (National Association of Social Workers, December 2020 – January 2021).

The skills that Munsey refers to are having survived sex trafficking. Generate Hope operates in one of the biggest trafficking hubs in the U.S., San Diego, California (sandiego.edu/peace). National Institute of Justice reports as having the second-largest underground economy after drug trafficking. Therefore, one can assume that Munsey keeps busy and is uniquely positioned to understand the complexities of being trafficked herself. Munsey says she started the center because of feeling "confused and lost" after her victimization (National Association of Social Workers, December 2020 – January 2021).

High functioning defenses are the following:*optimal adaptation in the handling of stressors. These defenses maximize gratification and allow for the conscious awareness of feelings, ideas, and their consequences. They also promote an optimum balance among conflicting motives. Examples of these defenses at this level are anticipation, affiliation, altruism, self-assertion, self-observation, sublimation, and suppression* (DSM-4, 2007, p. 808).

Surviving is not simply surviving the physical event but transcending the psychic trauma of what was endured. Survivors, Like Munsey, channel their healing into their work. While their resiliency can be seen in their now chosen profession, they transcend a meaning into their lives that no one else in the field can relate to. The author argues that law enforcement, therapists, advocates, nor lawyers should ever speak over the expertise of these individuals. What they bring to the table is paramount in understanding the complexities of what they witnessed inside these networks of exploitation.

Survivor Insight into LEA Community Synergizes Policy Reforms

Top-down policy paradigms fail because they assume what is best for the population. Often victims be-come revictimized by the court and legal system and/or law enforcement who do not have the resources to protect them. Victims can lose agency altogether over their cases once the system becomes involved. Victims can be held in contempt of court, forced to testify, and face safety issues during prosecution and afterward. When a survivor's priority is safety, and law enforcement and the legal apparatus have a priority to prosecute, we can refer to this as a feature of system *re-victimization.*

An example of this is explored in "Do Protection Orders Protect." Psychological features of some cases require more safety planning than what the law or law enforcement can provide (Benitez, NcNeil, and Binder, 2010). Forensic psychotherapists must consider each client's case related to the ability of law enforcement and the legal system's ability to protect their client. These considerations come from reviewing the nature of abuse and psychological features that neither law enforcement nor the legal sys-tem has accounted for. These criteria require bio-psycho-social elements that determine characteristics of the history of abuse, characteristics of both the victim and abuser and other epidemiological features leading to an abuser breaking a protection order.

When survivors can improve a systems approach to increase reporting, making sure they maintain personal agency to a safety plan may involve a referral to a legal network to secure their options and then inform law enforcement. Law enforcement enforces the law but does not evaluate it. A person should have a legal right to safety-first if the prosecution of their case puts them at risk.

Where the law fails to protect those being trafficked or an advocate cannot secure safety within the legal apparatus, then laws to protect these individuals must be challenged. If we do not promote safety-first models, the "de facto" phenomenon of victims avoiding reporting will continue. Human trafficking is a complex global phenomenon that requires understanding more about the nature of the procurement, specific behavioral indicators of both the trafficker and survivor, and how to best move forward. More indicators are needed, and survivors need to feel safe to come forward to share these behavioral and procurement insights.

Prioritizing Safety

The system (Benitez, NcNeil, & Binder, 2010) is arrogant to remove the survivor's ability to plan before, during, and after prosecution. A survivor knows what their abuser is capable of, and if the laws are inadequate in addressing those needs, survivors are faced with a new challenge, surviving a system unable to protect them. *A summary of studies related to violation of Protection orders* from different state jurisdictions and over 15 different sources present rates of violations related to epidemiological factors. Some of the epidemiological features are influenced by legal system factors or reporting because the law requires to do so without implementing a safety plan around special factors that put victims at risk.

Safety planning from a policy standpoint requires shoring-up where the law fails to protect. When many of the epidemiological features are of a psychological kind that the law does not consider, clinicians feel a conflict to either protect their client or break the law. In some instances, reporting their case to law enforcement could put their client in more danger, but not reporting means breaking the mandatory reporting requirements. Survivors play a crucial role in bridging these legal gaps. Survivors have the experience of where the system fails to protect them. Because many of these gaps are not understood at a legislative or enforcement level, having survivors as part of the shoring-up of these laws is crucial to develop better legislative protections.

CONCLUSION

The authors argue that one approach to streamlining an Anti-human trafficking agenda is by arranging systems that can appropriately trigger collaborative efforts by using NRMs as a global approach internationally. By expanding the capabilities of the NRM assessment components, to not only provide improvements to prevention and restitution of survivors, better investigations and detection can also become possible when amending this rapid assessment tool. Qualitative data has been shown to uncover unknown indicators and should as a result become part of informing new indicators.

Grassroots approaches are more credible in implementing an anti-trafficking agenda than agencies motivated by their internal systems. NRM's must be housed in an institution that values assessment tools, such as the State Department. The State Department can execute the NRM agenda through foreign and INGO contacts and distribute findings to the appropriate LEA and policy consumers.

With an appropriate arrangement of modalities, the idea is to create latent triggering effects without any prompting. Building community through the NRM modality creates an army of survivors in the fight against human trafficking and a means to protect and prosecute fully.

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KEY TERMS AND DEFINITIONS

Financial Indicators: The movement of funds is a strong indicator of criminal behavior.

Industry Indicators: Industries such as airlines, hotels, taxis, and bus lines can contribute greatly to identifying human trafficking victims.

National Referral Mechanism: The National Referral Mechanism (Organization for Security and Co-operation in Europe, 2004) is a PAR-designed human trafficking rapid-assessment tool specifically designed to identify risks and prevention measures.

NGO: Non-governmental organization.

Palermo Protocol: The recruitment, transportation, transfer, harboring, 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.

Systems Theory: System theory provides a powerful method for the homeostatic systems, that is, systems in which feedback-controlled regulation processes occur. Since human goal-oriented behavior is regulated by such system processes, systems theory is very useful in psychological research.