The Avery Center is an anti-trafficking nonprofit based in Colorado. Founded in 2014 by a survivor of domestic sex trafficking, Megan Lundstrom, The Avery Center performs survivor-centered research and provides survivor-led direct services.

Founded in 2020, the National Survivor Law Collective (NSL Collective) is composed of U.S. organizations focused on providing free legal services to victims and survivors of all forms of human trafficking.

NSL Collective Members Include:

FREE TO THRIVE
ALIGHT
Justice Restoration Center
Moore & VanAllen
PAUL HASTINGS
TLC
Trafficking Victims & Survivors Law Center
Abstract

Human trafficking survivors across the United States find themselves in legal deserts without access to trauma-informed legal services. Current efforts to address these legal deserts, while laudable, are but a mirage. These deserts must be watered with resources, funding, professionalism, and initiatives as outlined in this Report in order to change this unjust ecosystem.
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INTRODUCTION

In July 2021, The Avery Center and the National Survivor Law Collective (NSL Collective) co-authored the first *Legal Deserts Report* to depict the landscape of legal services for survivors of trafficking. Specifically, The Avery Center’s research team conducted extensive outreach to 550 organizations that self-advertised as providing legal services for survivors of sex trafficking. Only 110 organizations responded, and of those, only 16 organizations actually confirmed offering direct legal services and representation specific to human trafficking survivors.[1] The resulting data was both troubling and clear: most of the United States is a legal desert for survivors of trafficking.

Since the illumination of this dire need, The Avery Center and the NSL Collective have convened a diverse cohort of stakeholders from the anti-trafficking movement to discuss current obstacles to comprehensive legal services for survivors of sex- and labor-trafficking and root causes of the challenges that survivors face.[2] The discussion also included solutions and opportunities to overcome these challenges. The remainder of this report is a comprehensive overview of the findings and discussions from these meetings. This report offers information that will empower practitioners, funders, and members of the public to better understand and mitigate the obstacles that exist for survivors seeking legal services.

METHODOLOGY/PROCESS

In an attempt to address these legal deserts and increase robust and effective legal services to survivors, The Avery Center and the NSL Collective organized three stakeholder workshops. Each workshop brought together a wide range of anti-trafficking advocates from around the United States to discuss problems, solutions, and ways to improve moving forward. On November 17, 2021, the first workshop was held in-person at Shared Hope’s JuST Conference in Washington, D.C. It was moderated by former Ambassador-at-Large to Monitor and Combat Trafficking in Persons Susan Coppedge. The second and third workshops took place virtually on February 14 and 15, 2022. Participants in these meetings included former Ambassador-at-Large to Monitor and Combat Trafficking in Persons John Cotton Richmond, survivor advocates and over 50 stakeholders from law firms, bar associations, legal organizations, prosecution services, academia, and other areas.

Stakeholders examined current obstacles to inclusive, comprehensive services and the root causes of these challenges, as well as solutions and opportunities to overcome these challenges. They also evaluated different ways to ensure quality
Out of 550 organizations that self-advertised as providing legal services for sex trafficking survivors, only 16 actually confirmed offering legal services and representation specific to human trafficking survivors.
services for survivors, developed new research proposal ideas, determined ways to bolster partnerships to address legal gaps for survivors, and concluded with next steps to move these solutions forward. Given the significant and creative stakeholder discussions at these meetings, the remainder of this report will address the major themes in their findings.

OBSTACLES

SPECIFIC GAPS IN LEGAL SERVICES

While stakeholders and providers of legal services want the best legal services possible to be available to survivors, there are many obstacles in the way. Lack of understanding surrounding the variety of legal needs survivors of trafficking have, as well as the fact that legal needs persist 5 years, 10 years, and even longer after the initial trafficking experience, result in a lack of funding for free legal services. [3] For these reasons, educating the public, funders, and the legal profession about the long-term and far-ranging legal impacts of trafficking and its consequences is essential.

Survivors face a myriad of challenges, but there are specifically egregious gaps in legal services in areas such as family law, criminal defense, tax law, and consumer protection.[4]

Family Law Needs

Assistance with family law matters surfaced as the number one unmet legal need of survivors as described by the lawyers and survivors who participated in this Report. Survivors continue to report to their lawyers that regaining custody of their children is their number one legal goal.

"If I didn’t have legal assistance, I would not have been able to get my children back. That was just so key to me moving on and getting back into society." [5]

Traffickers commonly use intimate partnership, cohabitation, marriage and children to manipulate survivors, leading to a host of long-term legal consequences that require a family law attorney.[6] However, common obstacles expressed by stakeholders across various geographic regions include: (1) low engagement of private family law attorneys in pro bono legal services; (2) significant costs associated with family law litigation (e.g., court costs); (3) lack of specially-assigned and funded lawyers in
nonprofit law firms or legal aid organizations tasked with meeting survivors’ family law needs; (4) the complexity, expense and duration of family law matters make it impractical for non-family law attorneys to fill this gap; and (5) lack of family law practitioners at large law firms that offer pro bono representation.

Financial and Consumer Law Needs

So he started focusing on girls not only for the profit margin because of their age, but because he could work with their credit. That would be a recruitment question before they come: ‘How’s your credit” Because he started realizing credit was important for things like getting a house or things like that in the future. He knew he couldn’t do that with just cash.”[7]

The illegal nature of trafficking causes a variety of financial issues for survivors. These include the results of not filing tax returns while being victimized and traffickers filing erroneous tax returns under their names.[8] Many victims experience identity theft by traffickers and are forced or coerced into taking on significant amounts of debt that they can never satisfy. Traffickers often require victims to co-sign for leases and mortgages, car loans, bank accounts and bail bonds. This leaves the survivors facing collection agency action, insurmountable debts, and bad credit status.[9] Although a survivor removed from the trafficking experience may be free of physical and psychological abuse, the financial impact continues for many years.[10]

Criminal Defense Needs

The National Survivor Network Members Survey reports that 90.8% of trafficking survivors have been arrested.[11] which means that most survivors have had traumatizing experiences with the criminal justice system itself. This pattern of criminalizing survivors makes it more difficult for them to view the law and lawyers as sources of help and support. Even though public defenders and court appointed counsel are available for criminal legal issues affecting survivors without means, these criminal defense attorneys are usually not trained in defending trafficking survivors. The nuanced nature of a criminalized victim requires specialized training to which public defense organizations rarely have access.[12] Defenses like duress.

THE NATIONAL SURVIVOR NETWORK MEMBERS SURVEY REPORTS THAT 90.8% OF TRAFFICKING VICTIMS HAVE BEEN ARRESTED, WHICH MEANS THAT MOST SURVIVORS HAVE HAD TRAUMATIZING EXPERIENCES WITH THE CRIMINAL JUSTICE SYSTEM ITSELF.
וכוּר, נֶסֶסְרִיָה, או עליונות الدفاعים לעבירה שהייתה התוצאה המדויקת של העברת אדם, אינם בהכרח נפוצים ת舊, אך הם קריטיים במהלך הבטחה של שוטר. בנוסף, בתי الدفاع הם מעטים עובדים וב었습니다 עם יąd רב עם העברה בדואים, مما מ一只手 את ההליך קשה יותר לספק הاهتمام והฆאות בחיפוש זמינותدفاعים שClientes של שוטרlients מ需ר.แมhoot גם הגדיר, נוכרי של כל צורות העברת אדם נתקלים במנוף עוצמה ובעדיפות של ערכות בחודש של העברת אדם, הפ�能ת את הכנה על הראות מ면서יבי משפטים איך בהכרח לaffirmatively address קמויות אלו במשנה של המשפט הנספח לאנושות שрактиיביות של שוטרiente ב_triggered sökeligenarring עם השוטרiente. מגע אחר比如说 פלישה לשון יכול להפוך את השוטרiente גם記錄释放 Entirely.

LACK OF TRAUMA-INFORMED SERVICES

Substantive Gaps

Survivors of all forms of trafficking experience a significant power differential and a lack of choice and respect in the context of their trafficking, making training for attorneys on how to affirmatively address these dynamics in the context of legal representation an important component of trauma-informed services.

Trauma-informed legal practice requires attorneys to keep "the realities of the client's trauma experiences at the forefront in engaging with the client."[13] Because trafficking survivors have faced complex trauma, trauma-informed legal services become even more important, and yet more difficult to access.[14] Further, by definition, survivors of all forms of trafficking experience a significant power differential and a lack of choice and respect in the context of their trafficking, making training for attorneys on how to affirmatively address these dynamics in the context of legal representation an important component of trauma-informed services.

Other issues like word choice can further alienate the survivor from their attorney. Many people who have been trafficked have strong feelings about being referred to in certain ways, and some find the label of "victim" to be offensive. Uninformed or inadvertent word choice, especially as the term "victim" in a legal context affords remedies but is used colloquially as an insult, can lead to miscommunication and mistrust. Another example is the use of the term "client." This word is standard in the legal field but, for someone who was assaulted daily by people referred to as "clients" by their sex trafficker, it can create cognitive dissonance in self-
identification. Other issues like word choice can further alienate the survivor from their attorney. Many people who have been trafficked have strong feelings about being referred to in certain ways, and some find the label of “victim” to be offensive.

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Legal professionals who represent trafficking survivors must accommodate the trauma of their clients, which sometimes calls for creative and flexible lawyering. For example, advocating for sourcing other forms of evidence to avoid survivor clients having to face the trafficker or a triggering environment. Their consideration of which environments would facilitate a survivor’s sense of safety or, instead, potentially trigger their trauma, directly relates to successful representation. For example, when planning meetings, lawyers would do well to consider a more casual and comfortable setting rather than an impersonal conference room. The courthouse itself can be particularly imposing. Having a conversation in advance to discuss what to expect at the hearing and the roles of everyone present can help the survivor feel more in control of their own legal process. Finally, a trauma-informed approach also means accommodating a survivor’s change in expressed interests as to the direction of legal representation due to competing and evolving needs, priorities and goals.

The problems posed by these substantive gaps are compounded by the reality that there is very limited mental health, case management, and advocacy support available to survivors. Where such services are available, they may have conditions specific to that organization that make it difficult for survivors to engage with the program. For example, some programs require sobriety to access services, and many have residency requirements. Engagement with an arduous legal process without proper support minimizes likelihood of success. Legal matters are challenging enough as is.

**Procedural Gaps**

Beyond the challenges of tending to legal matters, seeking out legal services could potentially be retraumatizing for survivors because of common distrust for systems that may have failed them (e.g., educational, medical, social services, and legal). Additionally, once legal assistance is secured, the process typically requires survivors to repeat the story of their trauma multiple times, wait on hold for long periods of time, be sent back and forth between different organizations, experience ever-changing timelines and hearing dates, and encounter a host of insurmountable barriers, such as an expired statute of limitation or burdensome court fees.[15]
MANY SURVIVORS DO NOT SELF-IDENTIFY AS VICTIMS OF TRAFFICKING BECAUSE THEY HAVE BEEN MANIPULATED TO BELIEVE THEY ARE ENGAGING IN COMMERCIAL SEX OR LAWFUL WORK.

SURVIVORS’ SELF-IDENTIFICATION COMPLICATIONS

An obstacle that is not intuitive is the interplay of survivor self-identification and self-blame. Many survivors do not self-identify as victims of trafficking because they have been manipulated to believe they are voluntarily engaging in commercial sex or lawful work. This is especially common with survivors who are in romantic relationships with their trafficker, seeing their primary relationship as a partner or spouse, or those who do not know their rights in an employment setting. This makes it difficult for legal services to be provided when the survivor does not recognize that they qualify under the law as a crime victim.

LACK OF FUNDING

Above all else, the biggest obstacles to filling the legal deserts are the cost of legal matters, which can require months and years for resolution, and the funding needed to provide free legal services. Service providers want to be able to help every survivor to the best of their ability, but the funding for legal services is often nonexistent or not earmarked for the specific legal needs. Direct human services organizations are typically funded for offerings such as housing, employment, and transportation, which are traditionally seen as basic needs. However, legal services are also a basic need. For a survivor to be able to access, engage in, and be successful with other services, it is often necessary to first remove legal barriers. For example, if a survivor has a criminal record, their criminalization may cause them to lack the stability in their life needed to meet the organization’s eligibility requirements and consistently show up for the programming in the first place. Further, if the survivor’s records show up in background checks, they may ultimately bar them from qualifying for the employment, housing, or education opportunities with which the organization assists.

A TRAUMA-INFORMED APPROACH ALSO MEANS ACCOMMODATING A SURVIVOR’S CHANGE IN EXPRESSED INTERESTS AS TO THE DIRECTION OF LEGAL REPRESENTATION DUE TO COMPETING AND EVOLVING NEEDS, PRIORITIES AND GOALS.
The lack of funding also causes territoriality between nonprofit organizations because the groups are all vying for the same limited grant opportunities—whether foundation or government support. Nonprofit organizations are therefore forced to compete as opposed to collaborate. Tragically, it is the survivors who suffer most from this dynamic of scarcity.

These funding issues also limit survivors’ ability to recover and reintegrate as the services available to them dwindle post-victimization. Similar to how basic needs tend to be prioritized by funders, more resources are devoted to immediate crisis support than ongoing support. Thus, the further a survivor is from their trafficking experience, the fewer services are available to them. And yet the reality is that survivors’ path to stability and recovery often lasts years. The legal issues related to trafficking alone often take extensive time to work through the courts or resolve through negotiation.

The interplay and interdependence of legal and nonlegal services to a survivor’s successful exit from trafficking and recovery cannot be understated. A lack of non-legal support during the legal process can become an obstacle to providing legal services. When a survivor does not have reliable housing, mental health services, transportation, etc., it can be difficult to reach and communicate with them, along with ensuring they will be present for court hearings. Survivors are also often juggling poverty, threats from the trafficker, destabilizing post-traumatic responses, lack of healthy social supports, and other challenges common to a survivor’s recovery process. Lack of non-legal support services can leave a survivor with no other choice but to return to a trafficking situation. This, in turn, renders it more difficult for the survivor to access to legal remedies. For example, many post-conviction relief statutes require temporal distance from the period of exploitation. Both legal and non-legal needs must be addressed to stop this vicious cycle.
Given the obstacles explained above, there are several recommended solutions that were articulated at the stakeholder meetings.

**RECOMMENDATIONS**

1. It is imperative that attorneys are trauma-informed and understand best trauma-informed practices. Trauma-informed training is essential for current attorneys and judicial officers, especially for attorneys working in a pro bono law practice, government, or legal nonprofits.

2. There is a heightened need for funding to provide free legal services, cover legal costs, as well as provide direct survivor aid for non-legal needs resulting from legal matters.

3. Financial institutions and corporate organizations should also play an increased role in human trafficking prevention and awareness, and survivor support, especially in light of related regulatory obligations.

4. The development and leverage of technology has mostly focused on better detecting human trafficking rather than direct services. Advancements of technological tools that directly support survivors’ recovery needs are still desperately needed.

5. There must be an increase in the momentum and creation of additional research and new studies. Human trafficking is underreported due to its covert nature as well as its surrounding myths and misconceptions. Therefore, additional studies are needed to evaluate its full cost.

6. There is currently no federal statutory relief for survivors who are arrested, charged, or convicted of federal offenses that resulted from trafficking. Passage of a federal bill that provides a framework for a federal affirmative defense and expunction relief should be a top priority.
LEGAL SECTOR ENGAGEMENT AND EDUCATION

The first essential solution is to build up and prioritize legal sector engagement and education. When working with survivors, it is imperative that attorneys are trauma-informed and understand best trauma-informed practices. Additionally, trauma-informed lawyering is an important component of the general practice of law. It is therefore in the best interest of the legal profession to advance training on trauma-informed practices as well as sexual violence education for practicing attorneys, judicial officers, and law students.[16] As a whole, if someone does not understand the issues surrounding sexual violence and commercialized exploitation, it will be much harder to understand trauma-informed practices. A handful of organizations, including the National Survivor Law Collective and its member organizations, offer trauma-informed legal representation training, but it ought to be required by state bar and law school accreditation bodies.

Whether in the form of clinics, externships, or state-bar required continuing legal education classes, trauma-informed training should be an integral part of a legal curriculum and ongoing education requirements. Examples of law schools that currently offer curriculum and clinical opportunities related to human trafficking survivor support include the Villanova Law’s Institute to Address Commercial Sexual Exploitation (“CSE Institute”), the Boston University Immigrants’ Rights and Human Trafficking Program and the University of Michigan Human Trafficking Clinic. Best practices for these programs include the provision of direct legal services to survivors, training and education around trafficking issues including trauma-informed training for both attorneys and law students, and policy work. This serves the two-fold goals of combating trafficking and educating the next generation of lawyers about the legal issues that stem from being a trafficking victim. Yet, these and other model programs remain few and far between and accessible only to participating students and practitioners – another a drop in the bucket solution considering there are currently around 1.3 million lawyers[17] and 117,000 law students[18] in the United States.

Trauma-informed training is essential for current attorneys and judicial officers, especially for attorneys working in a pro bono law practice, government, or legal nonprofits. Through these trainings, attorneys will be better able to assist and provide best trauma-informed practices to any client. In order to reinforce and highlight the importance of trauma-informed practices, the American Bar Association (“ABA”) and other state bar associations should incentivize trauma-informed trainings through continuing legal education accreditation. This will also help create quality standards and training programs.
Another concept discussed during the workshops is further development of legal navigator roles. In essence, a legal navigator serves as the point of contact for a survivor who has various legal needs, in various geographic areas, being met by various lawyers. The legal navigator liaises between the survivor and their lawyers to provide information and receive updates so as to avoid the survivor having to repeatedly relay information which may be traumatizing, and so they can receive updates from a trusted and comfortable central source who can help explain otherwise confusing processes. This role could be filled by volunteer lawyers and trained non-lawyer professionals who understand the underlying legal services provided and legal systems procedures to the survivor being supported and are able to communicate and support the survivor through the process.

INCREASED FUNDING/RESOURCES

As noted above, an increase in legal engagement and education initiatives will not be as effective if they are underfunded, understaffed, and under-resourced. It is, therefore, paramount to increase trafficking and exploitation awareness in order to secure more funding for direct legal services as well as additional research. There is a heightened need for funding to provide free legal services, cover legal costs, as well as provide direct survivor aid for non-legal needs resulting from legal matters. It is vital that funding for nonprofit lawyer services be unrestricted. Effective legal representation is based on the quality of services performed by lawyers and staff. The number one funding need legal services nonprofits have is to cover the costs of salaries; yet funders continue to provide direct support to novel projects rather than human capital. Access to free and comprehensive legal representation for the time it takes to identify and resolve all legal matters is what human trafficking survivors most need. To water this desert, funders must trust in legal professionals’ ability to meet the needs of individual survivors’ complex needs. Philanthropic trends show trust-based funding efforts are on the rise and allow for nonprofits to serve their clients exactly as they need, as opposed to pursuing restrictive funding for new discrete programs or traditional parameters that do little to address the needs of trafficking survivors.

Public and private grant funding appears to be an ideal solution to the family law needs described above. Federal or state crime victims grant programs are encouraged to consider funding programs allocated exclusively for covering the costs of survivors seeking legal representation in custody disputes. Even a program designed to cover court costs, as well as related non-legal costs would remove a barrier to many survivors who are not able to file in court pro se. Funders often solicit the stakeholders who participated in the workshops. Covering the costs of survivors regaining custody of their children ought to be the resounding first recommendation. This is, after all, the number one legal goal for most survivors who have children.
PRIVATE SECTOR ENGAGEMENT

Although many non-profits and government services are heavily involved in human trafficking awareness and intervention, it is also imperative to engage law firms, financial institutions, and other for-profit corporations. Law firms should continue to encourage individual attorneys to meet their ethical obligation to engage in pro bono representation and access to justice initiatives. This can help fill the gap caused by underfunding of legal aid organizations. Private sector support should extend beyond law firms to other types of organization that could provide services such as consulting, technology, translation, asset search, and employment placement. Financial institutions and corporate organizations should also play an increased role in human trafficking prevention and awareness, and survivor support, especially in light of related regulatory obligations. Public-private initiatives that are cross-sector and include law enforcement create meaningful opportunities for community engagement. The eradication of human trafficking is a challenging process that can only be fully achieved when companies and communities collaborate to provide safe spaces and access to resources for survivors.

INCREASED EFFICIENCY, COLLABORATION THROUGH TECHNOLOGY AND RESEARCH

Human trafficking awareness and prevention efforts, as well as resources offered to survivors must utilize technological tools to be as effective and efficient as possible. In 2022, the United Nations specifically advocated for investment in technology tools to help survivors given a context where traffickers are savvy at abusing technology in order to recruit, groom, and control their victims more.[19] The funding for organizations to have the capacity to both create and maintain technology solutions in this space, however, has been a challenge.

The development and leverage of technology has mostly focused on better detecting human trafficking rather than direct services. A study of 305 technology tools used to combat trafficking around the world revealed that while 26% of tools focus on victim or trafficker identification, only 6% of tools focus on victim case management and support that relate to survivors’ reintegration phase after having been exploited.[20] Advancements of technological tools that directly support survivors’ recovery needs are still desperately needed.

To address the challenges survivors encounter with accessing legal services, stakeholders at the NSL Collective convenings brainstormed new initiatives for remote intake and support services. Digital platforms that aid with case management, promote inclusive eligibility, and centralized intake forms offer opportunities to strengthen the sector’s ability to connect survivors to legal
resources and create an oasis in this legal desert. Private sector support is another promising avenue. It can be engaged to identify and connect survivors to resources as part of company risk management systems through data analytics and new software. Current initiatives that are successful in filling legal deserts should be scaled to cover other jurisdictions and, indeed, the entire country. For example, one program operated by ALIGHT (Alliance to Lead Impact in Global Human Trafficking), an NSL Collective co-founder, is already in place in Colorado. ALIGHT has used needs-matching app functionality similar to Lyft to connect over 200 survivors to vetted, specialized pro bono attorneys.

Lastly, with an increase in collaborative efforts, there must be an increase in the momentum and creation of additional research and new studies. Human trafficking is underreported due to its covert nature as well as its surrounding myths and misconceptions. Therefore, additional studies are needed to evaluate its full cost to society and to debunk various misconceptions. The Avery Center has launched a pilot study investigating the over-glamorization of the sex trade that highlights these misconceptions, but a more robust effort is needed to fully unpack all the intersecting forces at play.

**LAWS, POLICIES, AND REGULATIONS**

Improved laws, policies, and regulations should be holistic in nature and must be implemented in across states to protect and aid survivors. Expunction and vacatur remedies recognize that a survivor's criminal records may only exist as a result of their trafficking victimization and, therefore, should be erased. Even in the states where there is a statutory framework, relief remains inaccessible for many survivors due to limitations on the offenses that are eligible, survivors’ burden of proof, as well as costs and bureaucratic barriers. Further, there is no federal statutory relief for survivors who are arrested, charged, or convicted of federal offenses that resulted from trafficking. Passage of a federal bill[21] that provides a framework for a federal affirmative defense and expunction relief should be a top priority.[22]
In an attempt to address the legal deserts that exist across the country, the National Survivor Law Collective and The Avery Center have dug deep and wide to identify the gaps and barriers and to solicit recommendations for increasing access to justice for human trafficking survivors through legislative change and cross-sector initiatives. Based on survivor-led research, access to family law attorneys so survivors can regain custody of their children is the largest need at this time. This report is a call to action for public and private funders to meet this need through support of salaried and specially-assigned nonprofit or pro bono family law attorneys, or programs that compensate family law attorneys, in every state. Covering the court costs required to resolve a custody matter for survivors is also a top priority. Beyond family law needs, this call to action includes increased education, awareness and engagement of the legal and private sectors, enhanced technology for efficiencies and more trauma-informed trainings of those who interface with survivors. With care, coordination, and collaboration among all stakeholders we can close the gaps and increase support of trafficking survivors on their journeys to freedom.
[*] The National Survivor Law Collective thanks Samantha Newman, Amanda Rioboli and Mary Haggerty of Villanova Law School for their contributions to this project.


[2] This report does not endeavor to address the gaps in immigration relief needs of human trafficking survivors, which are vast and complex. For example, the T-Visa, which is intended for victims who are in the U.S. due to trafficking, has become a less accessible form of legal relief. See Julie Dahlstrom, Trafficking and the Shallow State, 12 U.C. Irvine L. Rev. 61 (2021).


[16] Id.
[18] Id. at 39.