



COLLABORATIVE MULTI-AGENCY APPROACHES TO REDUCING CHILD EXPLOITATION AND TRAFFICKING COMMUNITIES IN THE UNITED STATES

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ABSTRACT

Child trafficking and exploitation remain significant public health challenges and human rights violations in the United States (US), where it mainly impacts youth in foster care, unstable housing, and other marginalized communities. Multi-agency and collective responses are needed to prevent, identify, and respond to exploitation, but evidence on interventions is fragmented across sectors. For this scoping review, only studies based in the United States were considered regarding multi-agency response to child trafficking and exploitation. Data were extracted and synthesized systematically to explore legislative frameworks, risk factors, collaborative practice, and outcomes. In the US, responses to child trafficking and exploitation are based on extensive federal and state legislation that requires multi-agency approaches from criminal justice, child welfare, health care, education, and community systems; however, implementation and integration across these systems vary considerably. Across studies, risk of trafficking was characterized by intersections of structural, familial, and individual vulnerabilities, with the highest risks in youth experiencing homelessness and LGBTQ+ youth. Common channels of exploitation were through facilitation by a family member, romantic or peer recruitment, and increasingly through online pathways, reinforced by dependency, traumatic bonding, and barriers to exit. Multi-agency collaboration, integrated health and social services, trauma-informed and survivor-centered practices, were associated with improved identification, engagement, and recovery outcomes. However, most collaborations lacked formal infrastructure, sustainable funding, standardized screening methods, consistent training, and evaluation mechanisms, limiting effectiveness and scalability. Together, trauma-informed and survivor-centered multi-agency systems are essential to addressing child trafficking and exploitation beyond enforcement-focused responses. Strengthening formal collaboration structures and addressing underlying structural vulnerabilities are critical for sustained prevention and recovery.

KEYWORDS: *Child Trafficking, Multi-Agency Collaboration, Exploitation Prevention*

INTRODUCTION

Child sexual trafficking and exploitation are severe human rights and child welfare abuses that impact thousands of children and young people in communities throughout the United States (US) every year. Despite increased legislative attention, the forms of abuse described in this study are still grossly overlooked and poorly addressed due to fragmented service systems (Barnert et al., 2017). The commercial sexual exploitation of children and sex trafficking of minors include exploitative practices where children are made to, persuaded, or forced to engage in sexual activities in exchange for something of value. Under federal law, any person under the age of 18 years who has been enticed or coerced into engaging in a commercial sex act is considered a victim of trafficking, regardless of force, fraud, or coercion (Cole et al., 2016).

Studies show that those vulnerable to trafficking are youth who are homeless, involved in child welfare systems, and those previously abused or traumatized (Greenbaum et al., 2015). These individuals are also impacted by overlapping structural inequities such as poverty, unstable housing, and limited access to protective services, which collectively increase risk for exploitation (Reid & Piquero, 2016). Youth in the foster care system experience much greater risk, with reports that up to 50 to 80% of trafficking victims were involved with child welfare systems (Gibbs et al., 2018). Entry into exploitation commonly occurs through family-facilitated exploitation, romantic or peer recruitment, and increasingly through online pathways (Franchino-Olsen, 2021). Technology and online platforms have created new



avenues for recruitment, with traffickers using social media and dating apps to identify, groom, and control victims (Moore, 2024). Once ensnared, victims are discouraged to disclosure and leaving through trauma bonding, fear of law enforcement, stigma, and lack of safe housing (Franchino-Olsen, 2021). Despite extensive legislative frameworks at federal and state levels, implementation remains disjointed, with significant gaps in cross-system coordination, resource allocation, and evidence-based practice (Chisolm-Straker et al., 2018). Isolated approaches, whereby criminal justice, child welfare, healthcare, education, and community organizations operate independently, have proven inadequate to address the multidimensional needs of trafficking victims (Franchino-Olsen, 2021).

Multi-agency and multidisciplinary approaches have been identified as promising strategies for improving identification, intervention, and support. Multidisciplinary teams coordinate professionals from law enforcement, child protection, healthcare, and advocacy to address investigations and services provision for victims (Gerassi et al., 2021). Collaborative initiatives integrating health and social services, employing specialized screening tools, and providing trauma-informed care demonstrate improved victim identification and engagement outcomes (Greenbaum et al., 2015). The use of trauma-informed and survivor-centered approaches have been associated with increased service engagement and better recovery outcomes (Hemmings et al., 2016). However, many of these collaborations are informal, have no sustainable funding and infrastructure, and do not operate according to standardized guidelines or systematic assessment (Hemmings et al., 2016). Healthcare providers frequently report limited training on how to identify and respond to victims of trafficking, and child welfare staff have less knowledge of trafficking dynamics and trauma-informed care practices (Andersson & Örmon, 2024). Cross-system collaborations are also limited by conflicting priorities, confidentiality constraints, and limited resources (Andersson & Örmon, 2024).

This scoping review synthesizes studies of multi-agency approaches to child trafficking and exploitation in the US. This paper discusses the legislative and policy environment surrounding multi-agency responses, as well as risk indicators and pathways to exploitation. It also explores the features and operations of partnership approaches to interventions along with their effects. In mapping the already existing evidence base, this review seeks to help support the development of more responsive, coordinated and sustainable systems to prevent exploitation, protect children and support survivors as they rebuild their lives.

Methods

This narrative review was conducted using the Joanna Briggs Institute (JBI) method. The current study conducted a systematic search in PubMed, Scopus, Web of Science, PsycINFO and Google Scholar for English language peer-reviewed articles over the past decade (2016–2026). Eligible studies examined multi-agency or collaborative approaches addressing child trafficking and exploitation in the US. Data retrieved described legislative and policy frameworks, risk factors, recruitment pathways, multi-agency collaboration structures, interventions and outcomes. Results were synthesized systematically, focusing on patterns across structural, familial and individual vulnerabilities, collaborative strategies and system-level outcomes.

FINDINGS

Legislative, Policy, and Systems-Level Frameworks for Multi-Agency Responses

Throughout the reviewed literature, legislative and policy frameworks were consistently identified as foundational to coordinated multi-agency responses to child trafficking and exploitation in the US (Browne-James et al., 2021; Greenbaum et al., 2025; Ramli et al., 2025; Scott et al., 2019). At the federal level, responses were placed within both criminal justice and child welfare systems. The Trafficking Victims Protection Act (TVPA, 2000) established trafficking as a federal crime and formalized victim protections, with subsequent re-authorizations expanding definitions, enforcement mechanisms, and access to services (Greenbaum et al., 2025). The William Wilberforce Trafficking Victims Protection Re-authorization Act (TVPRA, 2008) mandated trafficking screening for unaccompanied migrant children, while the Preventing Sex Trafficking and Strengthening Families Act (2014) required child welfare agencies to identify and serve trafficked children under their care (Greenbaum et al., 2025). The Justice for Victims of Trafficking Act (2015) increased criminal sanctions and encouraged state adoption of Safe Harbor laws, shifting responses toward diversion and service-based approaches (Greenbaum et al., 2025).

At the state level, all 50 states and the District of Columbia criminalized trafficking as a felony; however, variations were reported with regard to implementation, enforcement, and cross-system integration (Greenbaum et al., 2025; Scott et al., 2019). Legislative analyses demonstrated that bills that included research-based language and systemic



framing, linking trafficking to poverty, foster care involvement, and psychological trauma, were more likely to pass and get signed into law (Scott et al., 2019). International frameworks, including the Palermo Protocol, were implemented through national and local collaboration, reinforcing prevention, prosecution, and victim protection (Ramli et al., 2025). Non-governmental organizations and faith-based organizations were found to complement state responses by gaining community trust and outreach capacity, despite persistence in fragmented implementation and power imbalances (Ramli et al., 2025).

Structural, Familial, and Individual Vulnerabilities Shaping Risk

Child trafficking and exploitation were consistently linked to structural, familial and individual vulnerabilities across studies (Baird & Connolly, 2023; Browne-James et al., 2021; Fedina et al., 2019; Godoy, Hall, et al., 2025; Greenbaum et al., 2025; Hampton & Lieggi, 2020; Middleton & Edwards, 2020). Structural drivers were poverty, housing instability, foster care involvement, school withdrawal, early dropout from school and limited access to social protection systems (Godoy, Hall, et al., 2025; Hampton & Lieggi, 2020). Young people exposed to unsafe home environments, chronic neglect or poor institutional interventions were repeatedly identified as those at high risk (Hampton & Lieggi, 2020).

Histories of sexual, physical, and emotional abuse, exposure to domestic violence, mental health disorders, substance use, intellectual disabilities, and minority sexual or gender identities were prevalent across samples (Baird & Connolly, 2023; Browne-James et al., 2021; Hampton & Lieggi, 2020). Quantitative evidence demonstrated that youth who ran away as minors were more likely to experience child sex trafficking compared to non-trafficked adults involved in commercial sexual activities (Fedina et al., 2019). Children in foster care, shelters, or unstable housing environments were mainly victims particularly in the absence of consistent adult supervision (Godoy, Hall, et al., 2025; Hampton & Lieggi, 2020).

Gendered patterns were also observed. Males were more likely to self-initiate trading sex for survival before being recruited into organized trafficking operations, while transgender youth reported increased vulnerability due to job discrimination and exclusion from affirming services (Godoy, Hall, et al., 2025; Hampton & Lieggi, 2020). Gaps in structural supports for LGBTQ+ youth and marginalized populations further increased the risk of exploitation (Hampton & Lieggi, 2020; Tsoi et al., 2025).

Unmet Survival Needs and Entry Pathways into Exploitation

Persistent, unmet basic and psychosocial needs were identified as primary causes of entry and continuation of exploitation (Godoy, Hall, et al., 2025; Hampton & Lieggi, 2020). The youth frequently reported engaging in commercial sexual activities to meet urgent needs, including housing, food, clothing, healthcare services, income, and pregnancy or caregiver-related responsibilities (Godoy, Hall, et al., 2025; Hampton & Lieggi, 2020). Some adolescents perceived participation in commercial sexual exploitation as a temporary economic alternative due to limited alternatives (Godoy, Hall, et al., 2025).

Traffickers or pimps were usually the initial providers of shelter, food, protection, or emotional support, creating dependency relationships that reinforced control and prolonged exploitation (Baird & Connolly, 2023; Hampton & Lieggi, 2020). These findings highlighted the interdependence of housing, employment, healthcare, child welfare, and LGBTQ+ affirming services in contributing to vulnerability and exit opportunities (Hampton & Lieggi, 2020; Tsoi et al., 2025).

Recruitment Pathways and Entrapment Mechanisms

Multiple, intersecting pathways of recruitment into child exploitation were documented across studies (Baird & Connolly, 2023; Godoy, Hall, et al., 2025; Hampton & Lieggi, 2020). The involvement of families was high, with approximately three-quarters of studies reporting family members introducing children to commercial sexual exploitation (Godoy, Hall, et al., 2025). Family-facilitated exploitation occurred within the home and included transactional sex, pornography production, and working at the strip club, often driven by financial stress, substance use, or material exchange (Godoy, Hall, et al., 2025).

There were many reports of boyfriend traffickers operating within organized crime networks, gangs, or families. These traffickers provided emotional support, shelter, or financial assistance prior to initiating exploitation (Baird & Connolly, 2023; Godoy, Hall, et al., 2025). Peer recruitment was common in schools, foster care homes, shelters, and



community settings, including recruitment by exploited peers or bottom girls who normalized sex work (Baird & Connolly, 2023; Godoy, Hall, et al., 2025). Online recruitment accelerated exploitation, sometimes bypassing traditional grooming phases. Associated risk factors included large online social networks, sharing sexualized content, running away, or being expelled from home (Godoy, Hall, et al., 2025).

Enmeshment, Control, and Barriers to Exit

The youth faced significant challenges in exiting exploitation once they were involved. Mechanisms to control them included fear, shame, isolation, intimidation, threats, and trauma bonding, reinforcing compliance and reducing disclosure (Baird & Connolly, 2023). Dependency factors, such as substance use, debt bondage, pregnancy, and reliance on traffickers for basic needs, further limited exit pathways (Baird & Connolly, 2023; Hampton & Lieggi, 2020). Emotional attachment, and loyalty prolonged exploitation and kept them from seeking help (Baird & Connolly, 2023). Relapse into exploitation was frequently reported when survival needs remained unmet following attempted exits (Hampton & Lieggi, 2020). In some cases, continued access to family following child welfare service removal enabled continued exploitation (Godoy, Hall, et al., 2025).

Multi-Agency and Multidisciplinary Collaboration Structures

Multi-agency collaboration was identified as a key strategy for identification, intervention, and recovery across all studies (Browne-James et al., 2021; Greenbaum et al., 2025; Jones, 2023; Jones & Lutze, 2016; MacLean et al., 2025; Middleton & Edwards, 2020; Mitchell et al., 2025; Sun et al., 2025; Tsoi et al., 2025). Child protection investigations routinely involved coordination among law enforcement, healthcare providers, child welfare agencies, education systems, legal professionals, immigration services, housing providers, and community-based victim service organizations (Greenbaum et al., 2025).

Law enforcement agencies with multidisciplinary teams, specialized task forces, and prosecutors were much more likely to investigate trafficking cases (Mitchell et al., 2025). Factors such as previous exposure to trafficking cases, involvement in anti-trafficking work, and knowledge of other agencies accounted for 53.8% of the variance in collaborative participation, whereas individual characteristics did not (Jones & Lutze, 2016). Larger agencies appeared better able to adopt victim-centered approaches and use multiple approaches at the same time (Mitchell et al., 2025). Collaboration in educational settings was more structured. In 28 projects, schools partnered with social workers, mental health professionals, nurses, and law enforcement agencies to deliver trauma-informed, multifaceted interventions through collective screening, shared case consultation, home visits, and virtual coaching platforms (Sun et al., 2025).

Integration of Health, Mental Health, and Social Services

Health systems were identified as a critical part in collaborative responses (Browne-James et al., 2021; Greenbaum et al., 2025; Sun et al., 2025). Pediatric, primary, and emergency care providers were positioned to identify trafficking indicators and initiate referrals. However, substantial gaps in clinician training were reported (Browne-James et al., 2021; Greenbaum et al., 2025). Trauma-informed care, protection of patient privacy particularly within electronic health records, and clear referral pathways were emphasized as essential practices (Browne-James et al., 2021; Greenbaum et al., 2025).

Integrated service models were found to show improvements in mental health outcomes, skill development, stability, and reintegration (MacLean et al., 2025; Sun et al., 2025; Tsoi et al., 2025). Trauma-informed mental health services addressed compounded trauma occurring before, during, and after exploitation, often linked to historical abuse, neglect, and substance dependence (Tsoi et al., 2025). Flexible interventions, including remote therapy and survivor-led programming, enhanced participation (Tsoi et al., 2025).

Survivor-Centered and Trauma-Informed Practices

Survivor-centered and trauma-informed approaches were consistently found to be core components of effective multi-agency responses (Browne-James et al., 2021; Godoy, Bellatorre, et al., 2025; MacLean et al., 2025; Middleton & Edwards, 2020; Mitchell et al., 2025; Tsoi et al., 2025). These emphasized safety, autonomy, respect, and self-determination. Treatment plans tailored to suit an individual and strong therapeutic relationships improved engagement and outcomes (Tsoi et al., 2025).



The youth frequently reported negative or harmful interactions with law enforcement and healthcare providers in systems lacking trauma-informed practices, reducing trust and seeking help (Hampton & Lieggi, 2020; Middleton & Edwards, 2020). Involving survivors in advisory boards and community-based participatory research strengthened collaboration, enhanced data quality, and ensured services were driven by lived experience (Godoy, Bellatorre, et al., 2025).

Identification, Screening, and Early Intervention

Early identification relied mainly on interdisciplinary training and standardized screening (Browne-James et al., 2021; Greenbaum et al., 2025; Sun et al., 2025). Behavioral signs included unexplained absences, running away, and dissociation, while physical signs included sexually transmitted infections, injuries, malnutrition, and chronic pain (Browne-James et al., 2021). Emergency departments and multiple medical visits were highlighted as important ways of identification (Browne-James et al., 2021). Tools such as the Trafficking Victim Identification Tool (TVIT) helped with consistent screening. However, tools for young children, migrant populations, and individuals with intellectual disabilities remained limited (Greenbaum et al., 2025).

Training, Capacity, and Organizational Readiness

Training and organizational capacity were repeatedly identified as factors for effective collaborations (Greenbaum et al., 2025; Jones, 2023; Jones & Lutze, 2016; Mitchell et al., 2025). State police and larger agencies were more likely to receive specific training leading to more investigations (Mitchell et al., 2025). Collaboration also enhanced collective competence but barriers like unclear roles, different institutional goals, limited resources, and unfavorable organizational environments, persisted (Jones, 2023). Ways for formal collaboration were limited. Most agencies lacked funding, written policies, role defining documents, monitoring guidelines, or criteria for review (Jones & Lutze, 2016). Training was the most common collaborative activity but often occurred in isolation (Jones & Lutze, 2016).

Awareness Campaigns, Prevention, and Community Engagement

Gaps were consistently identified in awareness and prevention efforts (Savoia et al., 2023; Scott et al., 2019). Survivors and practitioners reported that many campaigns lacked actual evaluation and produced unintended harm like risks of being arrested and deported (Savoia et al., 2023). Awareness efforts that focused on law enforcement responses were considered less successful than those that promoted rights, resources, and empowerment (Savoia et al., 2023). Victim-centered and survivor-informed campaigns were consistently reported as more effective than bystander-focused efforts (Godoy, Bellatorre, et al., 2025; Savoia et al., 2023). Culturally tailored messages, inclusive representation, safe places to seek help, and strategic digital outreach were considered as effective campaigns (Godoy, Bellatorre, et al., 2025; Savoia et al., 2023).

Outcomes of Cross-Disciplinary Collaboration

Multi-agency, trauma-informed collaborations produced outcomes across child, professional, and organizational levels (MacLean et al., 2025; Middleton & Edwards, 2020; Sun et al., 2025). Results for children included better behavior, emotional regulation, social engagement and a sense of safety (Sun et al., 2025). Professionals demonstrated increased confidence and consistent trauma-informed practice, while organizations reported strengthened policies, conducive environments, and enhanced system capabilities (Middleton & Edwards, 2020; Sun et al., 2025). Evaluation found moderate readiness for collaboration, with strengths in shared goals and expertise but persistent gaps in representation and accountability (Middleton & Edwards, 2020).

Implications for Policy and Practice

The outcomes of this scoping review suggest that child trafficking and exploitation in the United States are mainly influenced by structural vulnerability, unmet survival needs, and fragmented service systems rather than criminal behavior alone. Although federal legislation, through the Trafficking Victims Protection Act (TVPA) and its re-authorizations has established a comprehensive legal framework, variability in state-level implementation and cross-system integration continue to limit effectiveness (Phillips, 2015). These inconsistencies highlight a continuous gap between what is written into law and what can be done in practice.

The strong association between trafficking risk and poverty, housing instability, foster care involvement, abuse experiences, and LGBTQ+ marginalization highlights the need to reposition trafficking responses within child welfare, public health, and social protection systems. There is evidence that the youth frequently enter or re-enter exploitation to meet basic survival needs reinforcing prior research and demonstrating that housing instability and



financial insecurity are key drivers of vulnerability (Dank et al., 2017; Reid & Piquero, 2016). Consequently, enforcement-focused responses that do not address structural factors are unlikely to attain lasting prevention.

Multi-agency and multidisciplinary collaboration were identified as a key factor for identification, intervention, and recovery. However, the predominance of informal collaboration and only training approaches suggests limited institutionalization of coordinated responses. This finding aligns with prior evaluations indicating that multidisciplinary teams are most effective when supported by formal governance structures, shared protocols, and stable funding (Herbert et al., 2021). Health and education systems represent underutilized platforms for early identification, yet trauma-informed training and screening capacity are lacking subsequently limiting their full potential.

The review further confirms that survivor-centered and trauma-informed practices are needed for effective engagement and utilization of services. Negative interactions with law enforcement and healthcare providers in non-trauma informed systems continue to undermine confidentiality, which is in line with evidence from survivor-led research (Richie-Zavaleta et al., 2021; Wiewel & Hernandez, 2022). The involvement of survivors in program design and evaluation improves relevance and accountability but requires ethical safeguards and adequate compensation.

Policy Recommendations

Several policy actions are recommended based on synthesized evidence. Federal and state governments should formalize multi-agency collaboration by mandating multidisciplinary teams for child trafficking responses, supported by written protocols, clearly defined roles, shared data sharing agreements, and dedicated funding streams. Sustainable financing mechanisms are essential to move collaboration from coordination and training only models (Richie-Zavaleta et al., 2021). Also, safe harbor and child welfare policies should operate uniformly across states to ensure trafficked and at-risk youth are consistently diverted from interdiction and connected to comprehensive, service-based responses. Mandatory trafficking screening should be integrated within foster care, runaway and homeless youth programs, juvenile justice systems, schools, and healthcare settings, that include protection for confidentiality.

Policy responses must directly address unmet survival needs that allow for exploitation. Expansion of low barrier housing, transitional living programs, and income support initiatives, particularly for youth aging out of care and LGBTQ+ youth, should be prioritized as core components of trafficking prevention and recovery (Reid & Piquero, 2016). Also, trauma-informed, survivor-centered training should be mandated across law enforcement, healthcare, education, child welfare, and judicial systems. Training should go beyond awareness to include practical guidance on screening, referral pathways, culturally responsive care, and avoidance of retraumatization, in line with established trauma-informed care frameworks (Wiewel & Hernandez, 2022).

Furthermore, survivor engagement should be embedded within policy development, program leadership, and evaluation. Survivors should be compensated and supported to prevent exploitation of lived experience and to promote ethical participation (Fatherazi et al., 2025). Finally, prevention and awareness campaigns should be evidence-based, survivor-informed, and subject to rigorous evaluation. Messages should highlight rights, resources, and safe help seeking pathways rather than rescue oriented or enforcement-focused narratives, which have been shown to produce potential for harm (Tsoi et al., 2025).

CONCLUSION

This review shows that reducing child exploitation and trafficking in the United States requires coordinated, survivor-centered, and trauma-informed multi-agency systems rather than isolated criminal justice responses. Although strong federal and state legislation exists, inconsistent enforcement, poor collaboration, and shortcomings in services continue to limit effectiveness. Trafficking risk is consistently shaped by structural vulnerabilities, including poverty, housing instability, foster care involvement, abuse histories, and unmet survival needs, highlighting the inadequacy of enforcement-focused approaches alone. Evidence indicates that multidisciplinary collaboration using child welfare, healthcare, education, housing, and community-based services improves identification, engagement, and recovery outcomes. However, most collaborative efforts remain informal, under resourced, and insufficiently institutionalized. Strengthening cross-system integration, formalizing collaborative infrastructure, and prioritizing prevention strategies that address underlying social and economic determinants are essential to achieving sustained reductions in child trafficking and exploitation.



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