

119TH CONGRESS }
1st Session

SENATE

{ REPORT
119-75

COMBATING TRAFFICKING IN
TRANSPORTATION ACT

R E P O R T

OF THE

COMMITTEE ON COMMERCE, SCIENCE, AND
TRANSPORTATION

ON

S. 1442



OCTOBER 14, 2025.—Ordered to be printed

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SENATE COMMITTEE ON COMMERCE, SCIENCE, AND TRANSPORTATION

ONE HUNDRED NINETEENTH CONGRESS

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Mr. CRUZ, from the Committee on Commerce, Science, and
Transportation, submitted the following

R E P O R T

[To accompany S. 1442]

[Including cost estimate of the Congressional Budget Office]

The Committee on Commerce, Science, and Transportation, to which was referred the bill (S. 1442) to amend title 49, United States Code, to allow for eligibility for projects for the installation of human trafficking awareness signs at rest stops, and for other purposes, having considered the same, reports favorably thereon with an amendment in the nature of a substitute and recommends that the bill, as amended, do pass.

PURPOSE OF THE BILL

The purpose of S. 1442, the Combating Trafficking in Transportation Act, is to add a seat for a representative from a State department of transportation to the Department of Transportation Advisory Committee on Human Trafficking.¹

BACKGROUND AND NEEDS

Human trafficking is “the recruitment, transportation, transfer, harboring or receipt of people through force, fraud or deception, with the aim of exploiting them for profit.”² More than 27 million people are victims of human trafficking worldwide according to a United Nations estimate, with 63 percent for private sector labor

¹The provision of the introduced bill, as noted in the introductory paragraph, was struck at the Committee’s markup because its jurisdiction is under the Committee on Environment and Public Works of the Senate.

²“Human Trafficking,” Office on Drugs and Crime, United Nations, <https://www.unodc.org/unodc/en/human-Trafficking/Human-Trafficking.html>.

exploitation and approximately 20 percent in forced sexual exploitation.³ In 2023, at least 38 percent of Federal trafficking cases involved the transport of victims by private vehicles and 5 percent involved the transport of victims by buses or commercial trucks, though the mode of transportation was unknown in nearly half of all cases filed.⁴ Human trafficking, particularly sex trafficking, has been documented at both commercially operated truck stops and State-run rest areas throughout the United States. The remote and isolated nature of these locations make them appealing to traffickers seeking to avoid detection.⁵ Additionally, the frequent relocation of victims enables traffickers to maintain control and evade law enforcement.

The U.S. Department of Transportation (DOT) established the Transportation Leaders Against Human Trafficking (TLAHT) initiative in 2012,⁶ and its hotline has seen a steady rise in the number of signals received, including calls, texts, and online chats.⁷ In 2023, over 9,600 potential human trafficking cases involving 17,000 potential victims were reported to the National Human Trafficking Hotline.⁸

The DOT Advisory Committee on Human Trafficking was established in the 2018 Combating Human Trafficking in Commercial Vehicles Act⁹ and rechartered as a requirement of the Infrastructure Investment and Jobs Act¹⁰ (IIJA). The committee is made up of 15 members, including representatives from (1) trafficking advocacy organizations; (2) law enforcement; and (3) the trucking, bus, rail, aviation, maritime, and port sectors. That committee makes triennial recommendations to the Secretary of Transportation on countering human trafficking in transportation.¹¹

To address the documented prevalence of human trafficking at State-run rest areas, this legislation would add the perspectives of the owners of those rest areas—State departments of transportation—to the DOT Advisory Committee.

SUMMARY OF PROVISION

S. 1442 would add a 16th seat to the Department of Transportation Advisory Committee on Human Trafficking for a representative from a State department of transportation.

³“Forced Labour, Modern Slavery and Trafficking in Persons,” International Labour Organization, United Nations, <https://www.ilo.org/topics-and-sectors/forced-labour-modern-slavery-and-trafficking-persons>.

⁴Human Trafficking Institute, *2023 Federal Human Trafficking Report*, 2023, <https://traffickinginstitute.org/up-content/uploads/2024/06/2023-Federal-Human-Trafficking-Report-WEB-Spreads-LR.pdf>.

⁵DOT Advisory Committee on Human Trafficking, Department of Transportation, *Preventing and Addressing Human Trafficking in the Transportation Sector 2024 Report*, 2024, <https://www.transportation.gov/sites/dot.gov/files/2024-11/ACHT%202024%20Final%20Report%20Preventing%20and%20Addressing%20Human%20Trafficking%20in%20the%20Transportation%20Sector%20%28508-Compliant%29.pdf>.

⁶“Human Trafficking Awareness and Public Safety Initiative,” Federal Transit Administration, <https://www.transit.dot.gov/HumanTraffickingAwareness>.

⁷“National Statistics,” National Human Trafficking Hotline, based on data retrieved on April 22, 2025, <https://humantraffickinghotline.org/en/statistics>.

⁸Ibid.

⁹Public Law 115–99.

¹⁰Public Law 117–58.

¹¹DOT Advisory Committee on Human Trafficking, Department of Transportation, *Preventing and Addressing Human Trafficking in the Transportation Sector 2024 Report*, 2024, <https://www.transportation.gov/sites/dot.gov/files/2024-11/ACHT%202024%20Final%20Report%20Preventing%20and%20Addressing%20Human%20Trafficking%20in%20the%20Transportation%20Sector%20%28508-Compliant%29.pdf>.

LEGISLATIVE HISTORY

S. 1442 was introduced on April 10, 2025, by Senator Blackburn (for herself and Senator Klobuchar) and was referred to the Committee on Commerce, Science, and Transportation of the Senate. On May 21, 2025, the Committee met in open Executive Session and, by voice vote, ordered S. 1442 reported favorably with an amendment (in the nature of a substitute).

ESTIMATED COSTS

In accordance with paragraph 11(a) of rule XXVI of the Standing Rules of the Senate and section 403 of the Congressional Budget Act of 1974, the Committee provides the following cost estimate, prepared by the Congressional Budget Office:

S. 1442, Combating Trafficking in Transportation Act			
As ordered reported by the Senate Committee on Commerce, Science, and Transportation on May 21, 2025			
By Fiscal Year, Millions of Dollars	2026	2026-2030	2026-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply?	No
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

S. 1442 would require the Department of Transportation (DOT) to add a representative from a state department of transportation to its Advisory Committee on Human Trafficking. The Secretary of Transportation would need to appoint this member within nine months of enactment. Members of the committee serve without pay but may be reimbursed for travel and daily expenses.

Based on the costs of similar advisory committees, CBO estimates that implementing S. 1442 would cost less than \$500,000 over the 2026–2030 period; any related spending would be subject to the availability of appropriated funds.

The CBO staff contact for this estimate is Willow Latham-Proença. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, Congressional Budget Office.

REGULATORY IMPACT STATEMENT

Because S. 1442 does not create any new programs, the legislation will have no additional regulatory impact, and will result in no additional reporting requirements. The legislation will have no

further effect on the number or types of individuals and businesses regulated, the economic impact of such regulation, the personal privacy of affected individuals, or the paperwork required from such individuals and businesses.

CONGRESSIONALLY DIRECTED SPENDING

In compliance with paragraph 4(b) of rule XLIV of the Standing Rules of the Senate, the Committee provides that no provisions contained in the bill, as reported, meet the definition of congressionally directed spending items under the rule.

SECTION-BY-SECTION ANALYSIS

Section 1. Short title.

This section would provide that the bill may be cited as the “Combating Trafficking in Transportation Act”.

Section 2. Department of Transportation Advisory Committee on Human Trafficking.

This section would expand the membership of the Department of Transportation Advisory Committee on Human Trafficking from 15 to 16 members by adding a representative from a State department of transportation. This section would also require the Secretary of Transportation to appoint this new member no later than 9 months after enactment.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new material is printed in *italic*, existing law in which no change is proposed is shown in *roman*):

COMBATING HUMAN TRAFFICKING IN COMMERCIAL VEHICLES ACT

[Public Law 115–99; 131 Stat. 2243]

* * * * *

SEC. 5. ESTABLISHMENT OF THE DEPARTMENT OF TRANSPORTATION ADVISORY COMMITTEE ON HUMAN TRAFFICKING.

(a) * * *

(b) MEMBERSHIP.—

(1) COMPOSITION.—The Committee shall be composed of not more than **[15]** 16 external stakeholder members whose diverse experience and background enable them to provide balanced points of view with regard to carrying out the duties of the Committee.

(2) SELECTION.—The Secretary shall appoint the external stakeholder members to the Committee, including representatives from—

- (A) trafficking advocacy organizations;
- (B) law enforcement; **[and]**

(C) trucking, bus, rail, aviation, maritime, and port sectors, including industry and labor~~【.】~~; and

(D) *State departments of transportation.*

(3) PERIODS OF APPOINTMENT.—Members shall be appointed for the life of the Committee.

(4) VACANCIES.—A vacancy in the Committee shall be filled in the manner in which the original appointment was made and shall not affect the powers or duties of the Committee.

(5) COMPENSATION.—Committee members shall serve without compensation.

(c) AUTHORITY.—~~【Not later than】~~

(1) *IN GENERAL.*—*Except as provided in paragraph (2), not later than 9 months after the date of enactment of this Act, the Secretary shall establish and appoint all members of the Committee.*

(2) *STATE DEPARTMENT OF TRANSPORTATION REPRESENTATIVES.*—*The Secretary shall appoint the member described in subsection (b)(2)(D) by not later than 9 months after the date of enactment of the Combating Trafficking in Transportation Act.*

(d) * * *

(e) * * *

(f) * * *

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