

**ENGAGE
TOGETHER®**

REGIONAL REPORTS & RECOMMENDATIONS

TENNESSEE 2026

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This Report includes regional assessments and recommendations based on the findings of Engage Together® Project for the State of Tennessee. It is a supplemental resource to the 2026 Tennessee Statewide Community Assessment Report and the County-Level Reports & Recommendations (updated since the original reports in 2023).

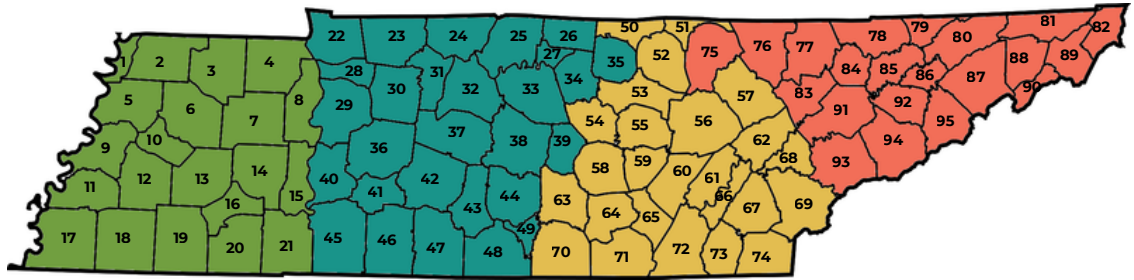
This Project was accomplished in collaboration with many partners, including especially the TBI Human Trafficking Task Force leadership, Tennessee Counter Trafficking Alliance (TCTA), Belmont University's Data & AI Collaborative, Pomerol Partners and Qlik. Learn more about each of these partners and download the supplemental reports by going to the Project website at engagetgether.com/tn.

Note: This project was produced by Engage Together for the TBI Tennessee Human Trafficking Task Force under Award #15POVC-24-GK-01090-HT, awarded by the Office for Victims of Crime, Office of Justice Programs, U.S. Department of Justice. The opinions, findings, and conclusions or recommendations expressed in this document are those of the contributors and do not necessarily represent the official position or policies of the U.S. Department of Justice.



REGIONS & COUNTIES

This report includes regional assessments for the four regions of Tennessee as defined by the TBI Human Trafficking Task Force (West, Middle, East, and Upper East). That breakdown is as follows:



WEST

- | | | |
|------------|---------------|--------------|
| 1. Lake | 8. Benton | 15. Decatur |
| 2. Obion | 9. Lauderdale | 16. Chester |
| 3. Weakley | 10. Crockett | 17. Shelby |
| 4. Henry | 11. Tipton | 18. Fayette |
| 5. Dyer | 12. Haywood | 19. Hardeman |
| 6. Gibson | 13. Madison | 20. McNairy |
| 7. Carroll | 14. Henderson | 21. Hardin |

EAST

- | | |
|----------------|----------------|
| 50. Clay | 63. Coffee |
| 51. Pickett | 64. Grundy |
| 52. Overton | 65. Sequatchie |
| 53. Putnam | 66. Meigs |
| 54. Dekalb | 67. McMinn |
| 55. White | 68. Loudon |
| 56. Cumberland | 69. Monroe |
| 57. Morgan | 70. Franklin |
| 58. Warren | 71. Marion |
| 59. Van Buren | 72. Hamilton |
| 60. Bledsoe | 73. Bradley |
| 61. Rhea | 74. Polk |
| 62. Roane | |

MIDDLE

- | | | |
|----------------|----------------|--------------|
| 22. Stewart | 33. Wilson | 43. Marshall |
| 23. Montgomery | 34. Smith | 44. Bedford |
| 24. Robertson | 35. Jackson | 45. Wayne |
| 25. Sumner | 36. Hickman | 46. Lawrence |
| 26. Macon | 37. Williamson | 47. Giles |
| 27. Trousdale | 38. Rutherford | 48. Lincoln |
| 28. Houston | 39. Cannon | 49. Moore |
| 29. Humphreys | 40. Perry | |
| 30. Dickson | 41. Lewis | |
| 31. Cheatham | 42. Maury | |
| 32. Davidson | | |

UPPER EAST

- | | | |
|---------------|----------------|---------------|
| 75. Fentress | 84. Union | 90. Unicoi |
| 76. Scott | 85. Grainger | 91. Knox |
| 77. Campbell | 86. Hamblen | 92. Jefferson |
| 78. Claiborne | 87. Greene | 93. Blount |
| 79. Hancock | 88. Washington | 94. Sevier |
| 80. Hawkins | 89. Carter | 95. Cocke |
| 81. Sullivan | | |
| 82. Johnson | | |
| 83. Anderson | | |



ACCESS & DOWNLOAD THE STATEWIDE REPORT, COUNTY-LEVEL REPORTS, AND THE DIRECTORY AT [ENGAGETOGETHER.COM/TN](https://engagetogether.com/tn)

DEFINITIONS

Engage Together assesses community response and risk according to the following categories. Here are some quick definitions to provide further insight into how the data is catalogued and analyzed in each category to produce these reports.

RESPONSE

Program Category Definitions

PREVENTION

Includes efforts that are focused on raising awareness, addressing demand, or working with at-risk and vulnerable populations

IDENTIFICATION

Includes efforts that are focused on providing sector or profession-specific training on human trafficking, or engaging in outreach in the community to identify trafficking

EXIT

Includes efforts that are focused on engaging in intervention efforts, or providing temporary shelter, immediate services, or victim advocacy on behalf of victims and survivors of human trafficking

RESTORATION

Includes efforts that are focused on supporting aftercare or reintegration programs or services for survivors of human trafficking

REFORMS

Includes efforts that are focused on working to change laws, policies, or systems to better address human trafficking

RISK

Vulnerable Population Index (VPI) Category Definitions

The Overall VPI score is a percentile ranking that indicates the level of risk for human trafficking based on the presence and prevalence of risk factors in six key vulnerability categories:

AT-RISK INDUSTRIES

VULNERABILITIES

Prevalence of business types and industries where victims of labor and/or sex trafficking are often exploited

DEMOGRAPHIC

VULNERABILITIES

Prevalence of individuals who may lack support networks and safety nets (e.g. individuals who are foreign-born or non-English-speaking, single-parent households, and individuals with disabilities)

HUMAN TRAFFICKING

VULNERABILITIES

Prevalence of indicated and/or identified human trafficking activity, as indicated by TBI hotline tips, identified cases of commercial sexual exploitation of minors (CSEM), online classified ads, IMB counts, and commercial sex offenses

LOCAL ENVIRONMENT

VULNERABILITIES

Prevalence of crimes that are often correlated with or can escalate to trafficking (e.g. domestic violence, sexual assault, weapons or drug offenses)

SOCIO-ECONOMIC

VULNERABILITIES

Prevalence of individuals experiencing financial, housing, food, or job insecurities

YOUTH

VULNERABILITIES

Prevalence of at-risk youth, including chronically absent, homeless, disconnected and/or justice-involved youth; children in and aging out of foster care; child victims of crimes, including CSEM; unaccompanied minors; and minors with disabilities

A county with a score below 40% is considered low risk, 40-59% is considered at-risk, 60-84% is considered elevated risk, and 85% or above is considered extreme risk. Not all counties had enough data to accurately analyze their level of risk (which is called out in those county reports). Of note, regardless of the level of risk, human trafficking has been identified in all 95 counties in Tennessee.

OVERALL RESPONSE ASSESSMENT

Of the **86 organizations** that report efforts to address human trafficking in the West Region of Tennessee...

97% are working to address **sex trafficking**

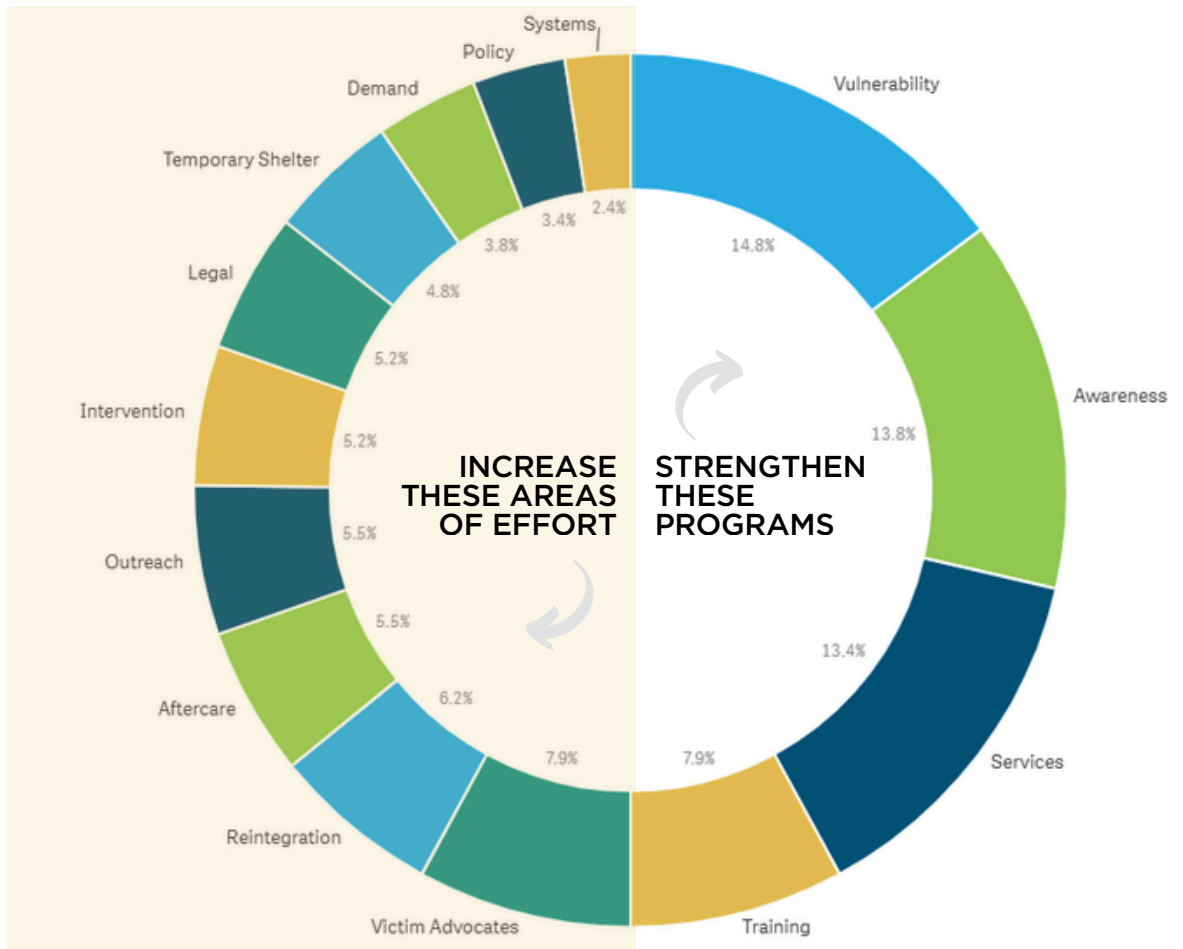
63% are working to address **labor trafficking**



Nonprofits carry 51% of the effort, followed by government (15%), then legal, healthcare, and education (all at 7%). All other sector engagement ranges from 0-4%.

county	% Active Orgs	Service Organizations
Totals	100%	86
Shelby,TN,USA	86%	74
Carroll,TN,USA	62%	53
Madison,TN,USA	59%	51
Crockett,TN,USA	58%	50
Gibson,TN,USA	58%	50
Haywood,TN,USA	58%	50
Henderson,TN,USA	58%	50
Henry,TN,USA	58%	50
Lake,TN,USA	58%	50
Benton,TN,USA	57%	49

The **programmatic breakdown** of efforts to address human trafficking across the 21 counties of the West Region is as follows:

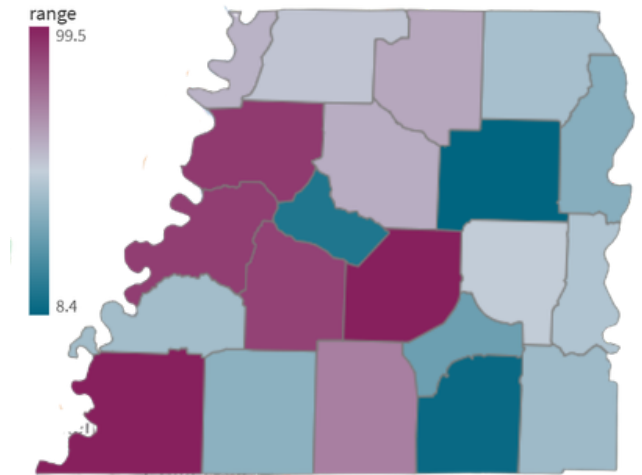


REGION: WEST

OVERALL RISK ASSESSMENT

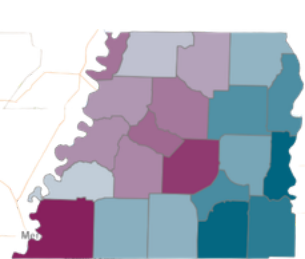
5 of the counties in the West Region have a greater than 85% overall **Vulnerable Population Index score** (which indicates extreme risk for the presence of human trafficking):

- Shelby 100%
 - Madison 100%
 - Dyer 93%
 - Lauderdale 92%
 - Haywood 91%
- Please review the County-Level Reports for more details [at this link](#).*

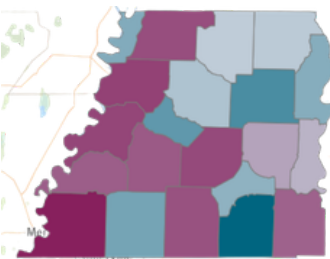


BY TYPE OF VULNERABILITY

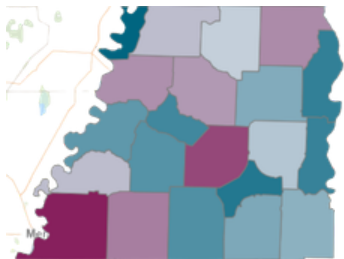
DEMOGRAPHIC



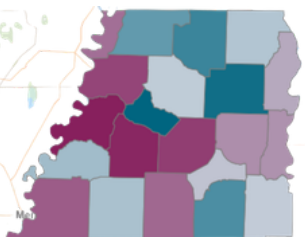
LOCAL ENVIRONMENT



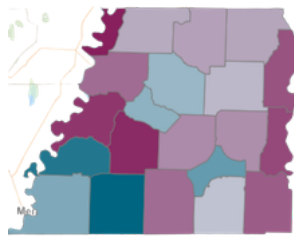
AT-RISK INDUSTRIES



YOUTH

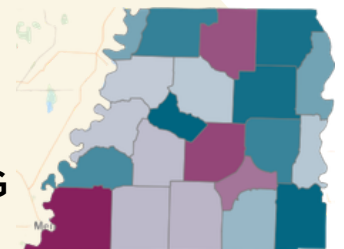


SOCIO-ECONOMIC



KNOWN* HUMAN TRAFFICKING ACTIVITY

*Identified or indicated



SUMMARY

The West Region faces significant risk for both labor and sex trafficking. Response is currently strongest in raising awareness, providing services, training, and victim advocacy. Of particular concern, however, is the likelihood of hidden human trafficking due to high rates of youth vulnerability—especially unaccompanied homeless youth, youth in and aging out of foster care, and child victims of crime, including CSEM. The prevalence of poverty, food insecurity, homelessness, and of sexual assault/domestic violence in the region further compound risk. The region's mix of large-scale agriculture, other high-risk industries, major transportation routes, and a strong rural–urban divide also contributes to both exploitation and under-identification of trafficking. With 300+ multi-sector efforts in the region presently working to address human trafficking or support at-risk populations, the foundation exists to strengthen response.

TOP 5 RECOMMENDATIONS

- **Increase identification** of labor and sex trafficking victims by training frontline professionals across sectors—prioritizing those already serving vulnerable populations—to recognize and respond effectively
- **Expand access** to victim advocates, temporary shelters, and immediately responsive services for all victims
- **Mobilize** businesses, churches, civic organizations, and professional associations to support local efforts and address community needs
- **Provide training** for educators, child-serving professionals, healthcare providers, and justice systems that goes beyond awareness to include assessment tools, protocols, coordinated responses, and **prevention education** for vulnerable youth with clear pathways to seek help
- **Strengthen outreach** to vulnerable populations to reduce risk and increase awareness of available resources and safe reporting options

OF NOTE

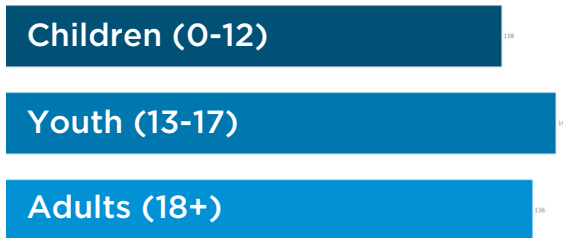
- The **two highest-risk counties in Tennessee**—Shelby and Madison—are located in the West Region.
- The most significant drivers of human trafficking risk in the West Region are **youth vulnerabilities**, along with **socio-economic vulnerabilities**—including poverty, food insecurity, and housing instability—followed closely by **local environment vulnerabilities**, such as SA/DV, drug offenses, and related crimes. Efforts to reduce these underlying conditions and support affected populations will have a direct and meaningful impact on preventing human trafficking.
- As training and awareness efforts increase, victim identification is expected to rise. The West Region should **prioritize multi-sector engagement to expand resources, strengthen coordination, and build capacity** to meet both current and emerging needs.

OVERALL RESPONSE ASSESSMENT

Of the **155 organizations** that report efforts to address human trafficking in the Middle Region of Tennessee...

99% are working to address **sex trafficking**

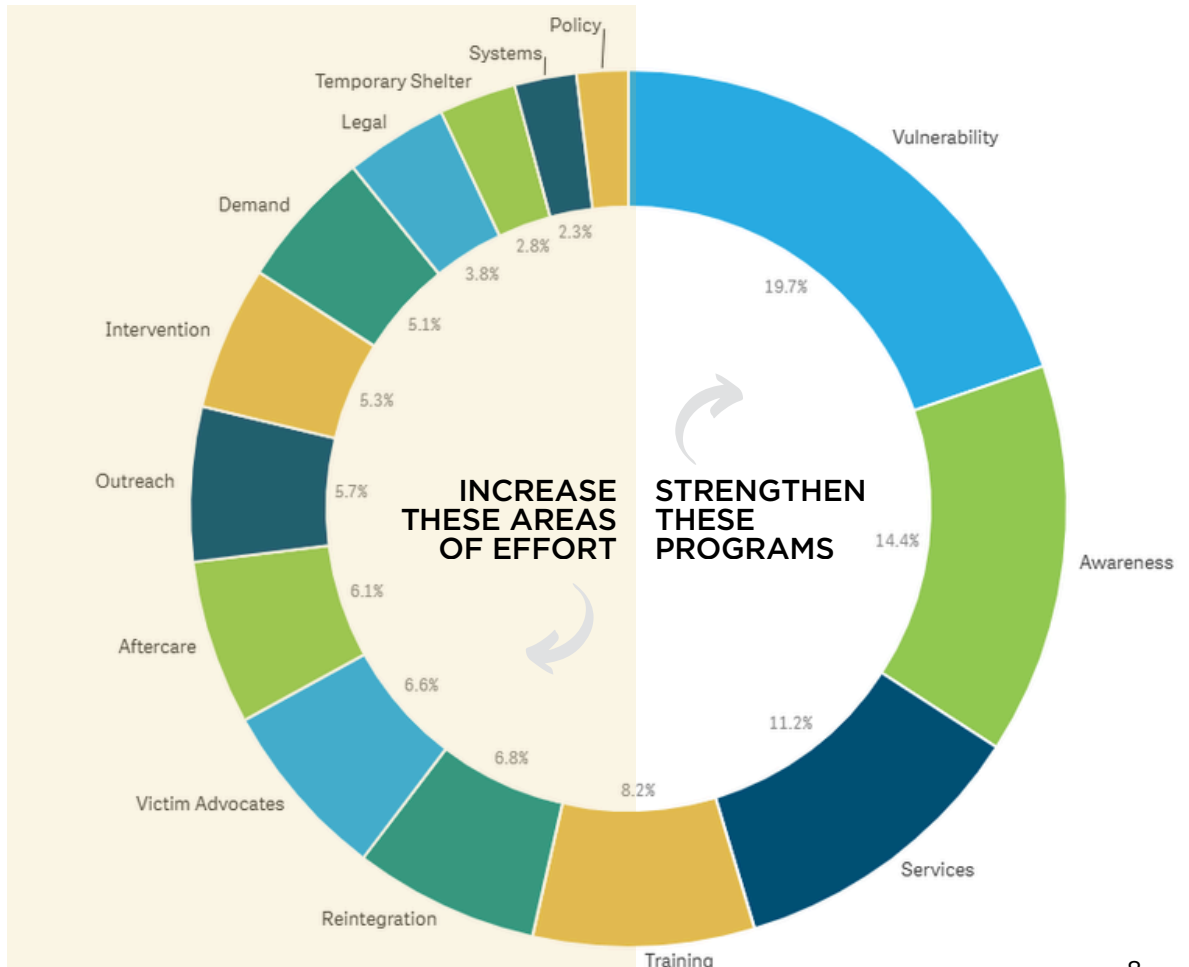
59% are working to address **labor trafficking**



Nonprofits carry 46% of the effort, followed by government (14%), and then legal and churches (both at 8%). All other sector engagement ranges from 0-7%.

county	Q	% Active Orgs	Service Organizations
Totals		100%	155
Davidson,TN,USA		66%	103
Williamson,TN,USA		46%	72
Rutherford,TN,USA		41%	63
Dickson,TN,USA		39%	60
Wilson,TN,USA		39%	60
Montgomery,TN,USA		38%	59
Sumner,TN,USA		38%	59
Maury,TN,USA		37%	58
Robertson,TN,USA		37%	57
Cheatham,TN,USA		35%	55

The **programmatic breakdown** of efforts to address human trafficking across the 28 counties of the Middle Region is as follows:

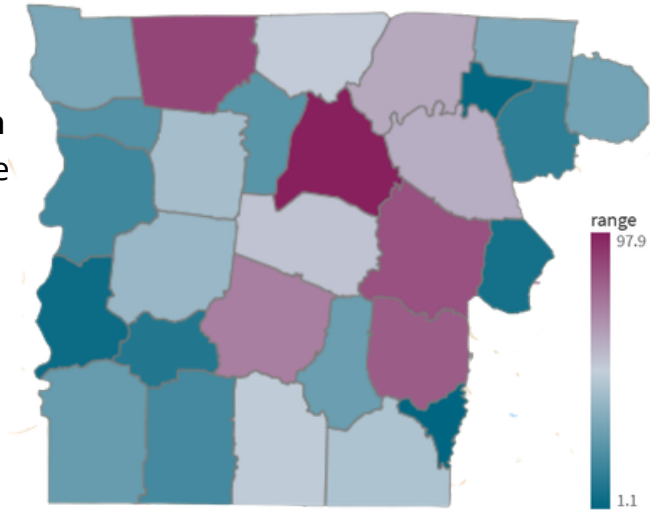


REGION: MIDDLE

OVERALL RISK ASSESSMENT

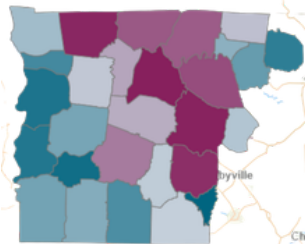
2 of the counties in the Middle Region have a greater than 85% overall **Vulnerable Population Index score** (which indicates extreme risk for the presence of human trafficking):

- Davidson 98%
- Montgomery 87%
- Rutherford 84% *Please review the*
- Bedford 81% *County-Level Reports for*
- Maury 72% *more details [at this link.](#)*

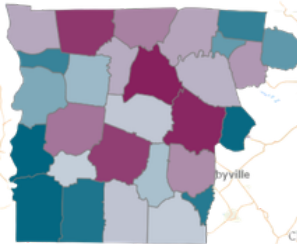


BY TYPE OF VULNERABILITY

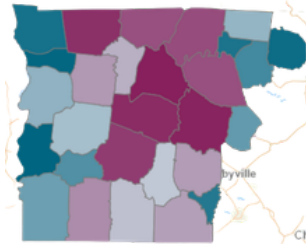
DEMOGRAPHIC



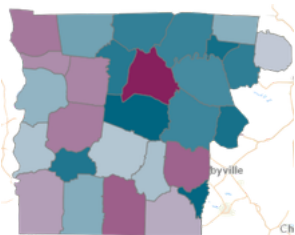
LOCAL ENVIRONMENT



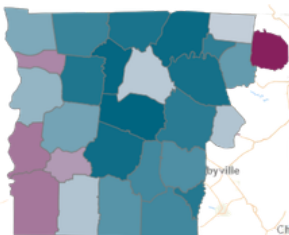
AT-RISK INDUSTRIES



YOUTH

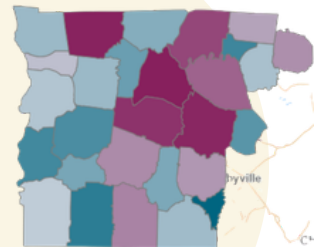


SOCIO-ECONOMIC



KNOWN*
HUMAN
TRAFFICKING
ACTIVITY

*Identified or indicated



SUMMARY

The Middle Region of Tennessee faces elevated risk for both labor and sex trafficking. Response is strongest in raising awareness, providing services, training, and reintegration support. Of concern is the likelihood of hidden human trafficking due to high and increasing rates of demographic vulnerability (growing foreign-born and limited-English-speaking populations), at-risk industries, and youth vulnerability (especially youth in and aging out of foster care, unaccompanied homeless youth, justice-involved youth, and already identified victims of CSEM). The prevalence of hotline tips, IMBs, commercial sex offenses, and classified ads further heighten concern, especially in Davidson, Rutherford, Montgomery, and Williamson counties. The region's rapidly growing economy, with at-risk industries such as construction day labor, tourism, manufacturing, agriculture, and beauty, along with cross-county commuting around Nashville, increases both opportunities for exploitation and the mobility of trafficking networks. With 485+ multi-sector efforts in the region presently working to address human trafficking or support at-risk populations, the foundation is strong to strengthen response.

TOP 5 RECOMMENDATIONS

- **Provide training** beyond awareness to equip frontline professionals to identify and respond to both labor and sex trafficking, including use of assessment tools, protocols, and coordinated responses
- **Equip vulnerable populations**—particularly foreign-born, limited English-speaking individuals, at-risk youth, and those experiencing homelessness or SA/DV—with knowledge and safe pathways to seek help
- **Expand access** to temporary shelters, victim advocate programs, and immediately responsive services for all victims
- **Strengthen partnerships** to create sustainable reintegration pathways and economic opportunities for survivors
- **Increase multi-sector engagement** across businesses, churches, civic organizations, healthcare, educators, and other partners to coordinate efforts and address regional needs

OF NOTE

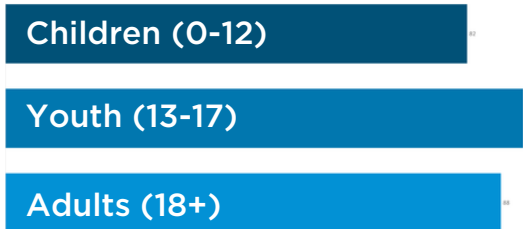
- The greatest concentration of anti-trafficking efforts is located in **Davidson, Williamson, Rutherford, Dickson, and Wilson counties**, while the highest-risk populations are concentrated in **Davidson, Montgomery, Rutherford, Bedford, and Maury counties**.
- The **Middle Region is the highest reporting region for human trafficking cases**, with **Davidson County** reporting the highest volume.
- The most significant drivers of human trafficking risk in the Middle Region are **youth and local environment vulnerabilities**—including SA/DV, drug offenses, and related crimes—followed closely by **demographic vulnerabilities**, such as foreign-born, noncitizen populations, single-parent households, and individuals with disabilities. Strengthening supports for these populations will have a direct and meaningful impact on prevention.

OVERALL RESPONSE ASSESSMENT

Of the **99 organizations** that report efforts to address human trafficking in the East Region of Tennessee...

98% are working to address **sex trafficking**

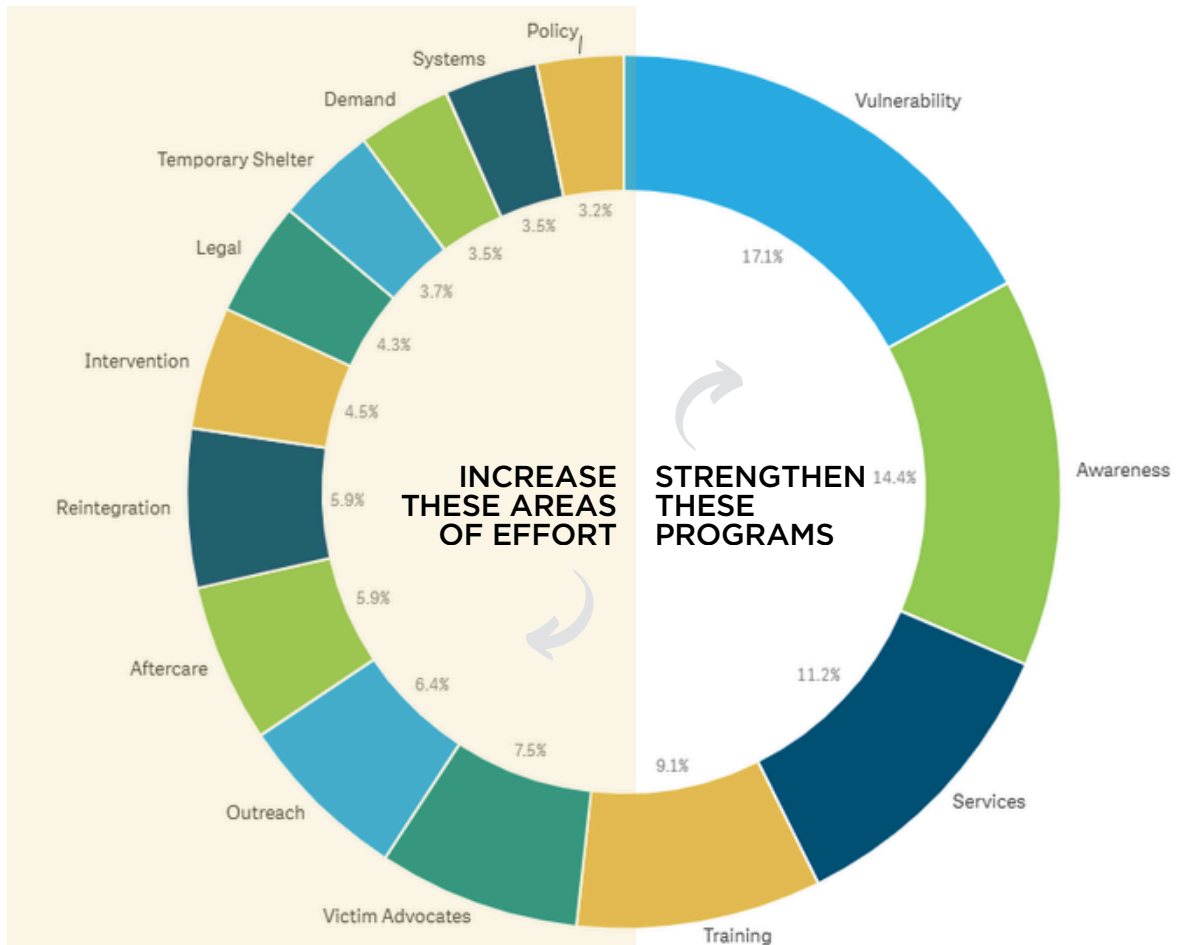
63% are working to address **labor trafficking**



Nonprofits carry 55% of the effort, followed by government (16%), and then healthcare (8%). All other sector engagement ranges from 0-4%.

county	% Active Orgs	Service Organizations
Totals	100%	99
Hamilton,TN,USA	72%	71
Bradley,TN,USA	53%	52
Putnam,TN,USA	53%	52
Roane,TN,USA	53%	52
Clay,TN,USA	52%	51
Cumberland,TN,USA	52%	51
Dekalb,TN,USA	52%	51
Loudon,TN,USA	52%	51
Morgan,TN,USA	52%	51
Overton,TN,USA	52%	51

The **programmatic breakdown** of efforts to address human trafficking across the 25 counties of the East Region is as follows:



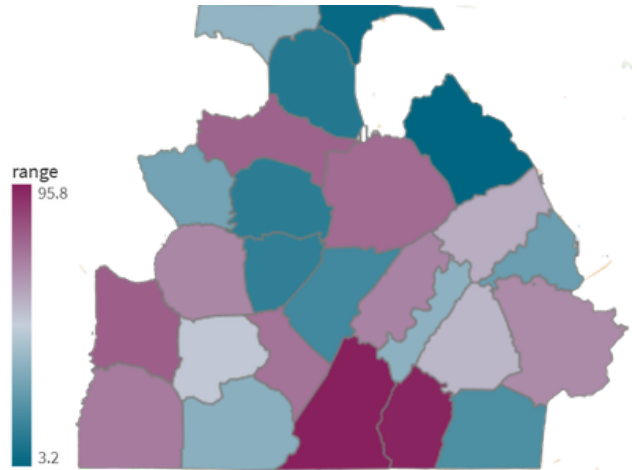
REGION: EAST

OVERALL RISK ASSESSMENT

2 of the counties in the East Region have a greater than 85% overall **Vulnerable Population Index score** (which indicates extreme risk for the presence of human trafficking):

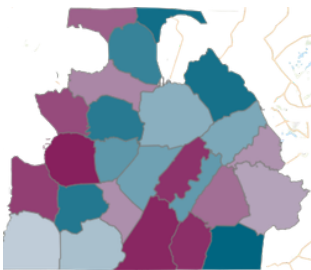
- Hamilton 96%
- Bradley 95%
- Coffee 79%
- Putnam 78%
- Cumberland 76%

Please review the County-Level Reports for more details [at this link](#).

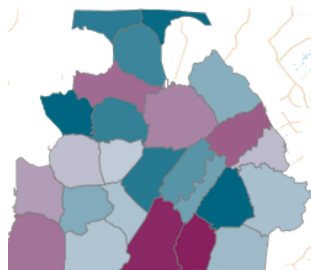


BY TYPE OF VULNERABILITY

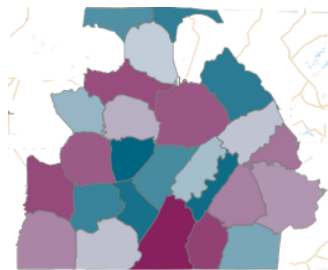
DEMOGRAPHIC



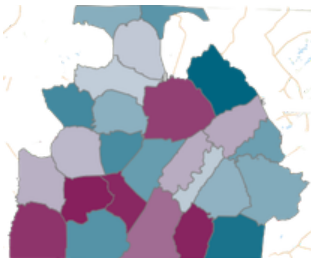
LOCAL ENVIRONMENT



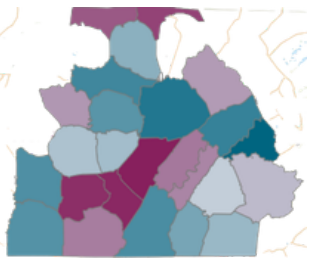
AT-RISK INDUSTRIES



YOUTH

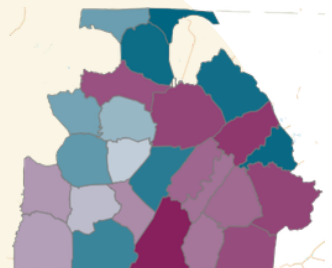


SOCIO-ECONOMIC



KNOWN*
HUMAN
TRAFFICKING
ACTIVITY

*Identified or indicated



SUMMARY

The East Region of Tennessee faces elevated risk for labor and sex trafficking. While awareness, services, training, and advocacy are strong, under-identification remains a major concern due to significant socio-economic and youth vulnerabilities (especially youth in or aging out of foster care, unaccompanied homeless and disconnected youth, justice involvement, chronic absenteeism, and CSEM cases) along with high rates of SA/DV, drug offenses, and other sex offenses. Several counties also show clear trafficking indicators, including hotline tips, commercial sex offenses, IMBs, and classified ads. The region's vulnerabilities are heightened by widespread at-risk industries (manufacturing, construction/day labor, tourism, agriculture, beauty), growing foreign-born and limited-English-speaking populations, and extensive cross-county and cross-state commuting—especially near Hamilton County and bordering states—which increases both the movement of victims and under-identification in rural areas. With 341+ multi-sector efforts in the region presently working to address human trafficking or support at-risk populations, the foundation is strong to strengthen response.

TOP 5 RECOMMENDATIONS

- **Prioritize training** for professionals serving vulnerable populations—especially child-serving and healthcare providers—to identify and respond to both labor and sex trafficking using practical tools and protocols
- **Strengthen outreach** to vulnerable populations—particularly migrant workers, foreign-born, and limited English-speaking communities—to increase awareness, prevention, and safe pathways to seek help
- **Expand access** to victim advocates, temporary shelters, and immediately responsive services across the region, including rural and underserved areas
- **Enhance programming** and partnerships to address mental health needs of survivors and at-risk individuals within local communities
- **Mobilize** businesses, churches, civic organizations, and professional associations to support local anti-trafficking efforts and address identified community needs

OF NOTE

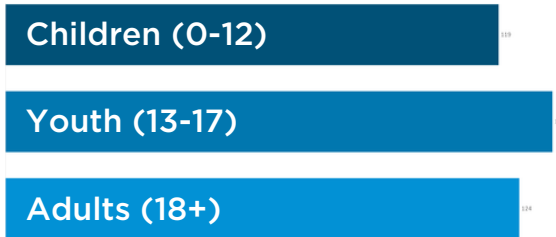
- The East Region's **largely rural and geographically dispersed landscape** indicates that human **trafficking is often under-identified** rather than absent, particularly in areas with limited resources and access to services.
- The most significant drivers of risk are **youth vulnerabilities**, along with **socio-economic vulnerabilities**—including poverty, food insecurity, homelessness, and disabilities—followed by **local environment vulnerabilities**, such as SA/DV, drug offenses, and other sex offenses. Multiple counties also report **human trafficking vulnerabilities**, including HT tip calls, commercial sex offenses, IMBs, and identified CSEM cases.
- The region's **at-risk industries, cross-county and cross-state mobility**, and proximity to higher-risk hubs like **Hamilton County** further contribute to both exploitation and under-identification, highlighting the need for strengthened regional coordination and access to resources.

OVERALL RESPONSE ASSESSMENT

Of the **138 organizations** that report efforts to address human trafficking in the Upper East Region of Tennessee...

99% are working to address **sex trafficking**

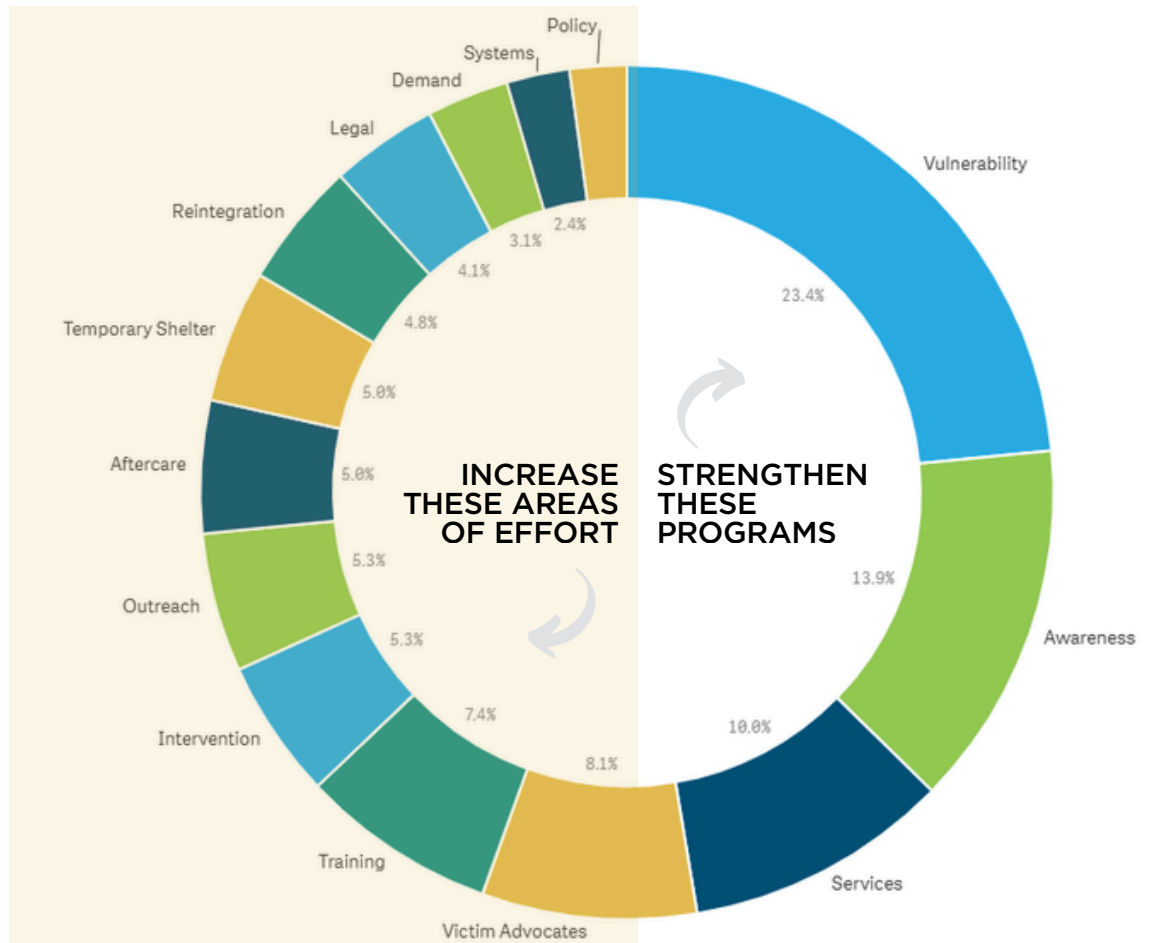
49% are working to address **labor trafficking**



Nonprofits carry 47% of the effort, followed by churches (21%), and then government (11%). All other sector engagement ranges from 0-4%.

county	% Active Orgs	Service Organizations
Totals	100%	138
Knox,TN,USA	67%	93
Blount,TN,USA	41%	57
Sullivan,TN,USA	41%	57
Anderson,TN,USA	41%	56
Sevier,TN,USA	40%	55
Washington,TN,USA	38%	53
Hawkins,TN,USA	38%	52
Carter,TN,USA	37%	51
Jefferson,TN,USA	36%	50
Campbell,TN,USA	36%	49

The **programmatic breakdown** of efforts to address human trafficking across the 21 counties of the Upper East Region is as follows:



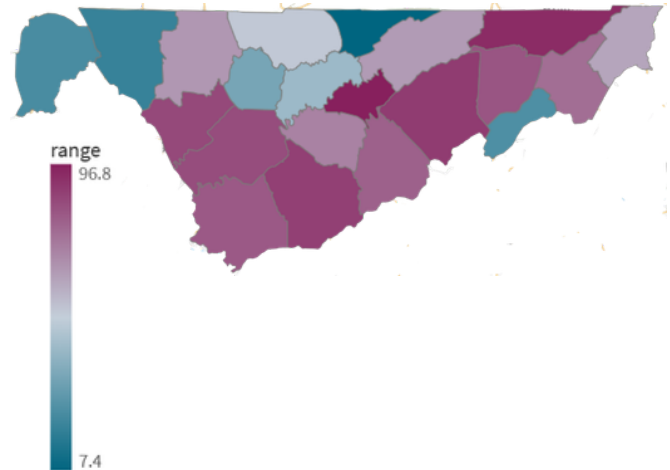
REGION: UPPER EAST

OVERALL RISK ASSESSMENT

6 of the counties in the Upper East Region have a greater than 85% overall **Vulnerable Population Index score** (which indicates extreme risk for the presence of human trafficking):

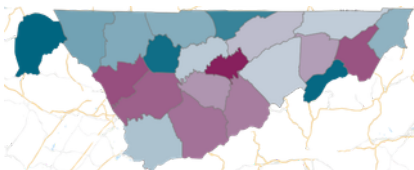
- Hamblen 97%
- Sullivan 94%
- Greene 90%
- Sevier 88%
- Anderson 86%
- Knox 85%

Please review the County-Level Reports for more details [at this link](#).

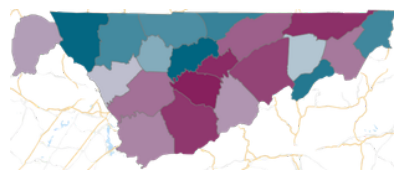


BY TYPE OF VULNERABILITY

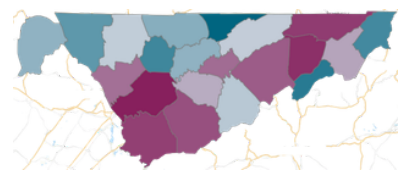
DEMOGRAPHIC



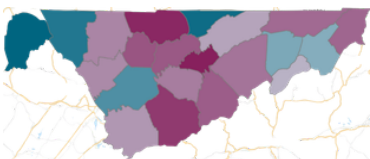
LOCAL ENVIRONMENT



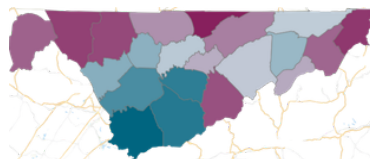
AT-RISK INDUSTRIES



YOUTH

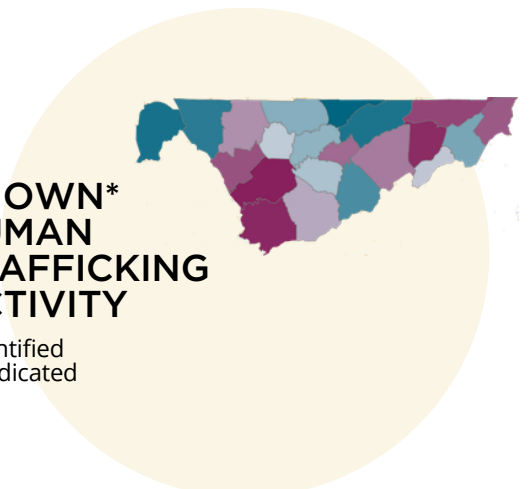


SOCIO-ECONOMIC



KNOWN* HUMAN TRAFFICKING ACTIVITY

*Identified or indicated



SUMMARY

The Upper East Region of Tennessee faces considerable risk for human trafficking. Response is strongest in raising awareness, providing services, victim advocacy, and training. Of concern is the region's significant youth vulnerabilities paired with high rates of local environment vulnerabilities (e.g. crimes that often correlate to or escalate to human trafficking). These risks are compounded by the high prevalence in several counties of poverty, food insecurity, homelessness, disabilities, with multiple counties also reporting trafficking indicators including HT tip calls, commercial sex offenses, IMBs, and classified ads. The region's at-risk industries—including tourism, construction/day labor, manufacturing, agriculture, and beauty—along with major transportation corridors and cross-state mobility, further contribute to both risk of exploitation and under-identification, particularly in rural and resource-limited areas. With 443+ multi-sector efforts in the region presently working to address human trafficking or support at-risk populations, the foundation is strong to strengthen response.

TOP 5 RECOMMENDATIONS

- **Increase identification** of labor and sex trafficking victims by training frontline professionals across sectors—prioritizing those serving vulnerable populations—to recognize and respond effectively
- **Expand access** to victim advocates, temporary shelters, and immediately responsive services across the region, particularly in rural and underserved areas
- **Mobilize** businesses, churches, civic organizations, and professional associations to support local efforts and **address identified community needs**
- **Strengthen outreach** to vulnerable populations—and integrate age-appropriate prevention education for at-risk youth through schools and community-based programs—to increase awareness and safe pathways to seek help
- **Develop partnerships and programs** that support long-term reintegration and economic opportunities for survivors, including engagement with businesses and educational institutions

OF NOTE

- The Upper East Region has the **highest number of counties (6) at extreme risk** (counties with VPI scores at or above 85%) of human trafficking in the state, which include both urban and rural counties in the region.
- The most significant drivers of risk are **youth vulnerabilities**, followed by **local environment** and **socio-economic vulnerabilities**. Multiple counties also report human trafficking vulnerabilities, including HT tip calls, commercial sex offenses, IMBs, and identified CSEM cases.
- The region's **at-risk industries, transportation corridors, and cross-state mobility** further contribute to both exploitation and under-identification, highlighting the need for **strengthened regional coordination and access to services**.

REGION: UPPER EAST

ENGAGE TOGETHER®

Engage Together® Project exists to strengthen community response to end and prevent human trafficking. Learn more at engagetgether.com.

To access and download this report and all supplemental reports and resources for this Project, go to engagetgether.com/tn.