

**Human Trafficking: Improvement Needed in Training for Law Enforcement**

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Date: December 1, 2009

**Human Trafficking: Improvement Needed in Training for Law Enforcement**

A Seminar Paper

Presented to the Graduate Faculty  
University of Wisconsin-Platteville

In Fulfillment of the  
Requirements for the Degree  
Master of Science in Criminal Justice

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2009

## Acknowledgements

*This process has been more than I could have expected and prepared for, but with the support and encouragement from my family and friends along with the professors I had throughout my graduate studies it became a fantastic and worthwhile journey.*

*To my family who have believed in me and given me unending support and love I could not have made it through this process without you. Thank you so much for believing in me! In particular, Curt you led the way and were an inspiration through this process! Steve you may not realize it but you were my motivation to start graduate school and you are constantly challenging me not to settle for less than the best. To my cousin Sandy who has become one of my closest friends.*

*You have given me an ear to bend and encouragement throughout this process and I am extremely grateful.*

*To my best friend, Ashlee, her husband Paul and their two children, Luke and James who have been my never ending support system. You have been my strength, my sounding board, my encouragement and you provided me with a home to go to when I needed a break and some sanity (if you call it sanity ☺)!*

*To my advisor, Dr. Fuller, I have been amazed at your ability to inspire and motivate while at the same time challenging me throughout this process. I could not have made it through without your guidance and support.*

## **Abstract**

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Under the Supervision of Dr. Cheryl Banachowski-Fuller

### **Statement of the problem**

Human trafficking, otherwise known as trafficking in persons, is a serious problem that is escalating through the world. To many people's surprise, human trafficking is prevalent in the United States with the United States being both a top destination country and a thriving enterprise for domestic trafficking. Victims are trafficked into and within the United States for both sex and labor trafficking purposes. According to the Department of Health and Human Services (HHS), after drug dealing, human trafficking is tied with the illegal arms industry as the second largest criminal industry in the world today, and it is the fastest growing. It is estimated that human trafficking is a \$44 billion dollar industry. Law enforcement throughout the country has been charged with combating trafficking from a local to federal level. On a local level, law enforcement has the best chance of identifying and recognizing trafficking situations.

Although the enormity of human trafficking is astonishing, knowledge, education and information on human trafficking is surprisingly scarce or unknown amongst local law enforcement departments around the nation. Although slavery and servitude have been around for centuries, human trafficking is a relatively new crime to many. Universally, local police departments lack training and education on how to identify trafficking crimes and victims. This in turn decreases the number of traffickers arrested and convicted of the crime continuing to make it grow. In order to combat trafficking of persons, knowledge is the first step and key to

unlocking the chains of this type of servitude. And knowledge can be obtained through trainings given universally through Police Academy's and yearly training requirements.

### **Method of Approach**

The information used for this paper is secondary data from existing research studies. This paper reviews and analyzes the findings from this existing data and determines the current need and deficits within the law enforcement agencies on human trafficking. After determining the existing need, recommendations on how local police departments can better prepare and train staff on human trafficking will be made, ultimately improving the dissemination of information on human trafficking within the law enforcement agencies.

The majority of the data collection will be completed through on-going research and review of studies on human trafficking found through scholarly journals and textbooks, internet searches through ncjrs.gov, UW-Platteville library, U.S. Department of Justice and other federal agencies, United Nations and specific human trafficking websites.

### **Anticipated Outcomes**

An increase in education and training will improve Law Enforcement personnel's knowledge of human trafficking. With an increase in knowledge and education on human trafficking, officers are better equipped and skilled to identify and handle human trafficking cases. As training is disseminated through Law Enforcement Agencies, an increase in victim identification will be seen in correlation with an increase in the arrest rate of alleged perpetrators of human trafficking. In addition, communities will develop a greater awareness of human trafficking which will increase the identification of the issue.

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## **SECTION I. INTRODUCTION: HUMAN TRAFFICKING: IMPROVEMENT NEEDED IN LAW ENFORCEMENT TRAINING**

Human trafficking is the modern-day form of slavery. Force, fraud or coercion are methods used by traffickers to trap victims into lives of servitude and abuse for the purpose of sexual exploitation or forced labor (Report on Activities to Combat Human Trafficking, 2005). Victims are young children, teenagers, women and men who have had their most basic human right stripped from them: freedom. Human trafficking is a horrendous crime that often incorporates a multitude of other crimes such as rape, assault, kidnapping, and prostitution. One of the first lines of defense in stopping human trafficking is the recognition and identification of the crime and victims by local law enforcement (Farrell, McDevitt & Fahy, 2008).

It is estimated that approximately 600,000 to 800,000 victims are trafficked across international borders annually (Department of Health and Human Services, 2008). The Polaris Project (2009) estimates that there are twelve million to twenty seven million victims worldwide. According to the U.S. Department of State (2009), between 14,500 and 17,500 of the 600,000 to 800,000 victims, are trafficked into the United States annually. In addition to trafficking from other countries, domestic minor trafficking affects several thousand children in our own country. According to the National Center for Missing and Exploited Children (2008), approximately 100,000 to 293,000 children have become sexual commodities and estimates indicate that near the same number (100,000 to 300,000) of children are at high risk of becoming victims of commercial sex exploitation. Additionally, The Federal Bureau of Investigation (FBI) estimates well over 100,000 children and young women are being domestically trafficked in the United States today.

Gest (2007) reports that between 2000 and 2005, one thousand human trafficking victims received assistance from the government. This shows a large disparity between the identified victims and the estimated number of victims being trafficked. Due to the nature of trafficking, underground, often under-acknowledged, it is difficult to determine the precise number of people who are trafficked yearly (Report on Activities to Combat Human Trafficking, 2005). It has been estimated that for every victim identified there are 3 to 10 victims that are not identified. Although the nature of the crime makes it challenging for law enforcement to identify, with the proper training and education thousands of unidentified victims could be identified by officers and other law enforcement personnel and receive the assistance they need and deserve.

Between 2001 and 2005, 91 cases have been filed by the Civil Rights Division or the U.S. Attorney's Offices prosecuting traffickers (Gest, 2007). This was a drastic increase of cases filed compared to 1996 to 2000. Gest (2007) also notes that not only was there an increase in cases being filed, but there was also an increase in the number of individual defendants being prosecuted compared to the previous 5 years. The Trafficking Victims Protection Act (TVPA) of 2000 along with the reauthorizations in 2003, 2005 and 2008 has given law enforcement and prosecutors more education and tools to fight against human trafficking. Although there is an increase in the number of traffickers being charged, it is a small number compared to the thousands of individuals being trafficked annually and a solution has to be implemented.

Knowledge, education and information on human trafficking are surprisingly scarce or unknown to the general public and within criminal justice agencies, specifically local law enforcement (Farrell, McDevitt & Fahy, 2008). Although slavery and servitude have been around for centuries many people, including law enforcement, find human trafficking to be so unbelievable that they choose to turn the other way or don't recognize the crime being

committed. Local law enforcement departments are often familiar with related crimes such as prostitution, rape and domestic violence but generally perceive human trafficking as rare or nonexistent in their communities (Farrell, McDevitt & Fahy, 2008). Universally, local police departments lack training and education on how to identify trafficking crimes and victims due to the multitude of dynamics and other crimes involved (Garrett, 2008). Without possessing the proper knowledge and education law enforcement officers mistakenly overlook human trafficking which allows traffickers to remain at large within the community. This in turn decreases the number of traffickers arrested, prosecuted and convicted of the crime. With low arrest and conviction rates, traffickers do not fear detection and the crime continues to grow (Farrell, McDevitt & Fahy, 2008). In order to combat trafficking of persons, knowledge and education through training is the first step and key to unlocking the chains of this type of servitude.

Since the passage of TVPA in 2000, Task Forces focused on human trafficking have emerged throughout the country in addition to federal agencies being charged with the task of combating trafficking of persons. For the magnitude of the problem, these efforts are a small force in fighting the war to stop trafficking. Within the United States, the majority of street officers and overall local police department staff are unfamiliar with the dynamics of human trafficking, the signs to look for and how to handle suspected trafficking cases on a local level (Farrell, McDevitt & Fahy, 2008). Northeastern University conducted a study and found that 52 percent of the time law enforcement learned about human trafficking while investigating another crime (Farrell, McDevitt & Fahy, 2008). It was also determined from this study that the police agencies having the greatest influence are those training their officers, participating in trafficking

task forces and partnering with victim organizations. Human trafficking task forces and federal agencies should be used as models for local law enforcement departments.

As this crime grows and begins to touch several communities, universal law enforcement training is imperative to fight human trafficking and uphold human rights. The purpose and goal of this research is to bring to light the deficit in training for law enforcement personnel throughout the country. This paper will argue that the training mandates for law enforcement throughout the country need to include human trafficking by making it a part of academy training curriculum and part of annual requirements. First this research will review the crime of human trafficking by defining it, distinguishing it from smuggling and discussing how it is linked to other crimes that law enforcement officers regularly encounter on the street. Second this research will look at the prevalence of human trafficking throughout the United States and discuss the arrest and convictions rates of traffickers. In addition, the research will look at the number of victims identified and discuss the disparity in the identified victims, estimated victims and arrest rates. This paper will also examine current training requirements for law enforcement and identify beneficial training practices along with noting what the deficits are. This paper will conclude by providing recommendations that universal training requirements need to be implemented throughout the country and human trafficking curriculum should be added to academy training programs and yearly officer training requirements. Recommendations will also be given on what topics should be included in human trafficking trainings given to law enforcement officers. It is the hope of this research will provide a guide to local law enforcement administration on mandating human trafficking training and provide guidance on what type of training should be implemented.

## **SECTION II – DEFINITION AND PREVALENCE OF HUMAN TRAFFICKING, CURRENT LEGISLATION, IMPACT ON LAW ENFORCEMENT AND DEFICITS IN TRAINING**

This section is divided into seven subsections. The first subsection defines human trafficking through the Victims of Trafficking Protection Act (TVPA) in the United States, in addition to discussing the United Nations definition. The second subsection examines the prevalence of human trafficking throughout the United States and the estimated number of victims worldwide. The third subsection distinguishes between trafficking and smuggling. The fourth subsection is an overview of the legislation currently in place within the United States. The fifth subsection discusses human trafficking's impact on local law enforcement agencies. The sixth subsection reviews current arrest rates of traffickers and the seventh subsection discusses the deficits of training by looking at two independent studies.

### **a. Definition of Human Trafficking**

Under the Victims of Trafficking and Violence Protection Act of 2000, Congress defined and criminalized the trafficking in persons (Davis, 2006). The Act was established to combat trafficking in persons, especially into the sex trade, slavery, and involuntary servitude, to reauthorize certain Federal programs to prevent violence against women, and for other purposes. The Victims of Trafficking and Violence Protection Act of 2000 is organized into three division; A – Trafficking Victims Protection Act 2000 (which made human trafficking a federal crime); B - Violence Against Women Act 2000; and C - Miscellaneous Provisions. The Trafficking Victims Protection Act of 2000 (TVPA) defines ‘Severe Forms of Trafficking in Persons’ as:

- Sex Trafficking: the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act, in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or

- Labor Trafficking: the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.

In addition to this definition, Domestic Minor Sex Trafficking is further defined by federal law as occurring when a United States citizen or legal permanent resident who has not attained 18 years of age is engaged in a commercial sex act (Shared Hope International, 2009).

There are three elements necessary to meet the government's definition of trafficking. The Polaris Project, an anti-trafficking organization, refers to this as the A-M-P Model: A - Action, M - Means, P - Purpose. The action can include recruiting, harboring, transporting, providing and obtaining a person. The means includes force, fraud or coercion of a person either psychologically or physically and for the purpose of commercial sex acts, labor or services.

In addition to the United States Federal government, the United Nations also has a protocol to address and define human trafficking. The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children was adopted by the United Nations in 2000 and entered into force in December of 2003 (Shared Hope International, 2009). The protocol defines the crime of trafficking in human beings; essentially, trafficking is the transport of person, by means of coercion or deception, for the purpose of exploitation such as forced labor or prostitution:

'Trafficking in person' shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation.

Within the definitions and information given, there are four terms that need to further be defined to fully understand what human trafficking is: force, fraud, coercion and commercial sex

act. Force, fraud and coercion are used to compel women, men, and children to engage in trafficking activities. The Department of Health and Human Services defines force, fraud, coercion and commercial sex act as the following:

- Force: involves the use of rape, beatings and confinement to control victims. Forceful violence is used especially during the early stages of victimization, known as the ‘seasoning process’, which is used to break victim’s resistance to make them easier to control.
- Fraud: often involves false offers that induce people into trafficking situations. For example, women and children will reply to advertisements promising jobs as waitresses, maids and dancers in other countries and are then trafficked for purposes of prostitution once they arrive at their destinations.
- Coercion: involves threats of serious harm to, or physical restraint of, any person; any scheme, plan or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or the abuse or threatened abuse of the legal process.
- Commercial Sex Act: means any sex act, on account of which anything of value is given to or received by any person. This includes: prostitution, exotic dancing, stripping and pornography.

Although definitions have been established and law enforcement seemingly has a guide to follow, it is important to note that the definitions can also be an obstacle to law enforcement.

The Boston Police Department, The Human Trafficking Rescue Alliance in Texas and the Phoenix Police Department all have Human Trafficking Task Forces and report one obstacle is the “ambiguous and sometimes contradictory definition of human trafficking” (Farrell, McDevitt & Fahy, 2008). This has led to disagreements on whether a person is a victim of human trafficking or not during initial contact and through investigation. A clear and concise understanding on this definition through training is suggested to clear up some of the confusion although part of the concern for these task forces lies in the definition itself (Farrell, McDevitt & Fahy, 2008).

## **b. Prevalence of Human Trafficking**

Trafficking of persons affects thousands of people annually. Trafficking occurs both on a global level involving trafficking from one country to other countries and on a domestic level referred to as domestic trafficking in the United States (Shared Hope International, 2009). Victims can be men, women and children of different ages and ethnicities. However, according to the U.S. Department of Justice “approximately 80% of victims are female; 70% of those females are trafficked for commercial sex trade”. It is estimated that approximately 600,000 to 800,000 victims are trafficked across international borders annually (Department of Health and Human Services, 2009). The Polaris Project (2009) estimates that there are twelve million to twenty seven million victims worldwide. Where prostitution is legal or tolerated, there is a greater demand for human trafficking victims and typically, an increase in the number of women and children trafficked into commercial sex slavery. Of the estimated 800,000 people trafficked across international borders annually, 80 percent of victims are female, and up to 50 percent are minors (Polaris Project, 2009). Hundreds of thousands of these women and children are abused in prostitution each year (U.S. Department of State Trafficking in Persons, 2008)

According to the U.S. Department of State (2008), between 14,500 and 17,500 of the 600,000 to 800,000 victims, are trafficked into the United States annually, which does not include domestic trafficking. Victims trafficked into the United States are generally trafficked from Asia, Central and South America and Eastern Europe. Some estimate more than half of the victims trafficked into the United States is women and children. In addition to trafficking from other countries, domestic minor sex trafficking affects several thousand children in our own country. According to the National Center for Missing and Exploited Children (2008), approximately 100,000 to 293,000 children have become sexual commodities and estimates

indicate that near the same number (100,000 to 300,000) of children are at high risk of becoming victims of commercial sex exploitation. One out of three teen runaways is lured towards a form of domestic trafficking within 48 hours of leaving home. Additionally, The Federal Bureau of Investigation (FBI) estimates well over 100,000 children and young women are being domestically trafficked in the United States today.

Due to the nature of trafficking, being underground, often under-acknowledged, it is difficult to determine the precise number of people who are trafficked yearly (Report on Activities to Combat Human Trafficking, 2005). It has been estimated that for every victim identified there are 3 to 10 victims that are not identified which indicates that trafficking is occurring in communities that deny its existence. Farrell, McDevitt and Fahy's (2008) study indicates that local law enforcement perceived human trafficking to be rare or non-existent in their local communities. It is important to note this as it correlates to the number of unidentified victims and the strong need for local agencies to received training in order to help identify the numerous victims that are currently going unidentified and could receive assistance from the government.

### **c. Trafficking vs. Smuggling**

The Phoenix, Arizona Task Force on Human Trafficking (Farrell, McDevitt and Fahy, 2008) reports that having a clear understanding and distinction between smuggling and trafficking is essential for law enforcement particularly in border states (Farrell, McDevitt & Fahy, 2008). Law Enforcement face immigrant smuggling problems regularly that could turn into trafficking situations or be masked as smuggling when it is actually trafficking and training

on this is key in these situations. Unfortunately, training is not mandatory within states and this training is provided to only those that attend trainings offered by the Task Force.

Trafficking has many dynamics and characteristics that make it unique to other crimes. Trafficking is often confused with smuggling and it is important to distinguish between the two. Trafficking is not smuggling. Trafficking victims do not consent to their situation where smuggling involves those who consent to being smuggled. Trafficking victims are subjected to ongoing exploitation for profit of traffickers and trafficking may not entail physical movement of a victim. Smuggling is a breach of a nation's borders and is always transnational. Smuggling does not involve coercion. Smuggled persons are seen as violators of the law, while trafficked persons are seen as victims.

#### **d. Current Legislation on Human Trafficking in the United States**

The United States is primarily a destination country for trafficking: meaning that people from other countries are brought into the United States for trafficking purposes (U.S. Department of Justice, 2009). The United States has taken action on trafficking in persons into and within the country and provided some tools for law enforcement in the fight against trafficking. Already established, the Thirteenth Amendment to the U.S. Constitution outlaws slavery and involuntary servitude (holding another in service through force or threats of force). Under George W. Bush, the United States passed the Trafficking Victims Protection Act of 2000 (TVPA), which was the first comprehensive federal law defining trafficking (Polaris Project, 2009). The purpose of the law is to combat trafficking in persons, especially into the sex trade slavery, and slavery-like conditions in the United States and countries around the world through prevention, prosecution and enforcement against traffickers, and protection and assistance to victims of trafficking (TVPA, 2000). The TVPA 2000, made changes to the U.S. criminal policy, immigration policy,

human rights policy and foreign policy. It established a 3-P paradigm: Protection, Prevention and Prosecution. TVPA 2000 provided for a range of new protections and assistance for victims of trafficking in persons; it expanded the crimes and enhanced the penalties available to federal investigators and prosecutors pursuing traffickers; and it expanded the U. S. Government's international activities to prevent victims from being trafficked (Assessment of U.S. Activities to Combat Trafficking in Persons, 2006). The TVPA 2000 also developed an Interagency Task Force, the Trafficking in Persons Office and mandated the Department of State to produce a trafficking in persons report annually.

The Trafficking Victims Protection Act was reauthorized in both 2003 and 2005. The Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA 2003) added the PROTECT Act (Prosecutorial Remedies and Other Tools to End the Exploitation of Children Today) in addition to establishing fines and/or imprisonment for US citizens traveling abroad for sex tourism. The PROTECT Act passed in 2003, specifically prevents child abduction and the sexual exploitation of children. This includes penalties against sex tourism, specifically traveling to engage in illicit sexual conduct and/or engaging in illicit sexual conduct in a foreign country. The Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA 2005) introduced the END DEMAND Act, which recognizes and seeks to combat domestic trafficking of Americans. The END DEMAND Act established that pimp control is a form of human trafficking. TVPRA 2005 also implemented military and civilian contractors are liable for prosecution for engaging in sex abroad with trafficking victims (Polaris Project, 2009).

The Trafficking Victims Protection Act was reauthorized again in 2008 which produced stronger efforts and increased tools available to fight trafficking both in the United States and abroad (Polaris Project, 2009). The National Human Trafficking Resource Center (NHTRC)

reports that the tools available to prosecute traffickers and increase protection to victims were enhanced with TVPA 2008. Highlights of the legislation as reported by NHTRC include improvements to the T-visa (which assist victims in the United States), new protections were created for unaccompanied foreign national children in the United States, strengthened U.S. policy toward countries that use children in armed groups, and strengthened the State Department's Trafficking in Persons Office in both domestic and foreign policy.

Traffickers convicted of certain federal offenses under the TVPA and other statutes could receive prison sentences of up to 20 years for some offenses and up to life for others. Traffickers may be required to pay substantial fines, and must provide full restitution to victims. They may also be subject to forfeiture of their property (Department of Health and Human Services website, 2009). Legislation and tools are important to have in place for federal, state and local law enforcement in the fight against human trafficking, however without the basic knowledge of human trafficking and how to implement these tools this crime will continue to go undetected and traffickers will continue to terrorize victims in horrific ways.

In 2003, Washington State was the first state to make human trafficking a crime. As of 2008 there was not one single conviction within the state, but reports of several victims seeking help (Teichroeb, 2008). Velma Veloria, a state representative, indicated frustration with this outcome and stated "If you don't use the anti-trafficking law, then people will think there is no trafficking" (Teichroeb, 2008). The Policy Director for the Attorney General, Chris Johnson, at this time reported that prosecutor's were not getting referrals from the police therefore the law was not being tested or used. Teichroeb (2008) noted that police and prosecutors at this time weren't recognizing trafficking cases, but rather were looking at it as other types of crime such as sexual assault. Teichroeb (2008) reported that the Senate Judiciary Committee met and

determined that more must be done to educate the police and prosecutors on human trafficking and how to elicit information from victims.

**e. Human Trafficking Impact on Local Law Enforcement and Identifying Victims**

Law enforcement agencies are familiar with crimes such as rape, assault, domestic violence and kidnapping. These are routine crimes that officers encounter on a regular basis, where there are defined laws that address the crime and hold offenders accountable for their actions. Human trafficking often has several elements of these crimes associated with them and detection of these crimes can lead to identifying a trafficking situation. Northeastern University conducted a study and found that 52 percent of the time law enforcement learned about human trafficking while investigating another crime (Farrell, McDevitt & Fahy, 2008). It was also found that 92 percent of law enforcement found that human trafficking was connected to other established criminal networks such as drug and prostitution. Human trafficking is a relatively new crime that faces many challenges in not only its detection, but also in its investigation and prosecution.

Because of the clandestine nature of human trafficking it is a challenging for law enforcement to detect. There are a number of different dynamics and signs of human trafficking that are difficult to identify without the proper training and knowledge. In some situations officers are reluctant to intervene because a victim is uncooperative or appear to be complacent with what is occurring, but surprisingly these are signs an officer should look for (Farrell, McDevitt & Fahy, 2008). Law enforcement report that 70 percent of their cases are hindered due to uncooperative victims and this impacts their continuation of investigation or prosecution (Farrell, McDevitt & Fahy, 2008). Another obstacle is that local law enforcement often doesn't delve into immigration status of individuals they encounter during routine policing duties.

Human trafficking has also impacted local law enforcement agencies through the demand of man power needed to combat this crime. As task forces are being developed throughout the country it is evident that specialized units or task forces are needed, but these take time and money. Fortunately, the task forces around the country currently are funded by the government. Unfortunately, the funding is limited and there are a limited number of task forces available to truly combat the problem. In Columbus, Ohio a local detective through the Special Victims Unit devotes his personal time to help train those in the department and the community, in addition to providing guidance on cases when needed. The Columbus Police Department is lucky to have this type of expertise available, but most communities without human trafficking task forces do not have this type of resource. Law enforcement is also impacted when human trafficking is committed because of the length of time it takes for a human trafficking case to be investigated and or prosecuted (Farrell, McDevitt & Fahy, 2008). Trafficking cases can take several months to a few years to be brought to trial and traffickers prosecuted. Due to the nature of trafficking occurring in several locations, having possibly several victims with one or more traffickers, there are often several crime scenes to investigate. The man power needed for these types of investigations and prosecutions is often lacking. Training and knowledge will only increase the efficiency of these processes, but they are still lengthy compared to other crimes.

Not only do law enforcement officers and detectives need to be given an overview of human trafficking and what signs to look for, but they also need to be thoroughly trained on the how victims may react, look or be perceived when first located. Training on properly identify victims is critical to many trafficking cases. In many situations, victims often appear uncooperative and unwilling to participate with law enforcement and are viewed negatively when they can actually fear for their lives.

**f. Arrest Rates of Traffickers (get info from Florida Freedom Partnership)**

The Trafficking Victims Protection Act (TVPA) of 2000 along with the reauthorizations in 2003, 2005 and 2008 has given law enforcement and prosecutors more tools to fight against human trafficking. The U.S. Immigration and Custom Enforcement (ICE) reported in June 2007 they made “more than 61 arrests under the child sex tourism provision of the PROTECT Act”. Between 2001 and 2005, 91 cases were filed by the Civil Rights Division or the U.S. Attorney’s Offices prosecuting traffickers (Gest, 2007). This was noted as a drastic increase of cases filed compared to 1996 to 2000. Gest (2007) also notes that not only was there an increase in cases being filed, but there was also an increase in the number of individual defendants being prosecuted compared to the previous 5 years. The U.S. Department of State Trafficking in Persons Report (2009) indicates that in 2008 the Department of Justice’s Civil Rights Division and U.S. Attorney’ Offices initiated 183 investigations, charged 82 individuals and obtained 77 convictions in 40 human trafficking cases. Of the 40 cases, 13 were labor trafficking cases and 27 were sex trafficking cases. The average prison sentence given was 112 months or 9.3 years for trafficking crimes under the TVPA. Through the Innocence Lost Initiative, headed up by the Federal Bureau of Investigations and the Department of Justice’s Criminal Division, 486 arrests were made, 148 convictions at the state and federal levels and 245 children were recovered (Trafficking in Persons Report, 2009). The increase in arrests, charges and convictions is a positive step forward in the fight to stop trafficking. Although there is an increase in the number of traffickers being charged, it is still just a dent in the thousands of individuals being trafficked annually. In the study conducted by Farrell, McDevitt and Fahy (2008) it was found that between 2000 and 2006 rose from 175 in 2000 reported cases that were investigated to 750 in 2006. The study found that a little over half of the agencies who investigated cases brought formal charged

against individuals involved in human trafficking and 32 percent filed federal charges and of those filed 61 percent prosecuted cases under federal TVPA statutes.

Gest (2007) reports that between 2000 and 2005, one thousand human trafficking victims received assistance from the government. This shows a large disparity between the identified victims and the estimated number of victims being trafficked (Report on Activities to Combat Human Trafficking, 2005). It has been estimated that for every victim identified there are 3 to 10 victims that are not identified. Although the nature of the crime makes it challenging for law enforcement to identify, with the proper training and education thousands of unidentified victims could be identified by officers and other law enforcement personnel and receive the assistance they need and deserve.

#### **g. Deficits in Training and Knowledge**

As referenced throughout this paper, Farrell, McDevitt & Fahy (2008) completed a national survey called the National Law Enforcement Human Trafficking Survey. The study conducted a survey with a national random sample of around 3,000 state, county and municipal law enforcement agencies. One of the main purposes of the study was to determine the perceptions of local law enforcement on human trafficking in addition to looking at how frequently human trafficking cases are investigated. The findings from this survey indicate local law enforcement agencies generally perceived human trafficking as rare or nonexistent in their communities. Smaller communities were more likely to believe human trafficking was not prevalent and lacked knowledge and understanding of the crime compared to larger areas. Knowledge of human trafficking, what it is and how to identify it within departments was directly linked to whether or not cases of human trafficking were ever investigated. In many

situations, due to the lack of training on trafficking victims are arrested for prostitution or soliciting and treated as criminals when they are truly the victim of a horrendous crime. The study found that the degree to which law enforcement was prepared to identify human trafficking cases directly correlated with whether or not they would investigate trafficking cases. Findings indicated that only “18 percent of the random sample had some type of human trafficking cases, 9 percent have protocol or policy on human trafficking in place and only 4 percent have designated specialized units or personnel to investigate these cases”. Of the random sample, the areas with over a 75,000 population had a stronger base on human trafficking with 39 percent having trainings, 13 percent with policy or protocol and 16 percent with specialized units or personnel. Although this information shows that medium to larger populations are more likely than smaller ones to have a plan in place to combat human trafficking, the study found that they are still “significantly less prepared than those select agencies that are participating in human trafficking task forces”. The authors of the research make strong recommendations for the development of training curriculum for local law enforcement agencies and developing model protocols for identification and investigation of trafficking cases. The study recommends specific aspects of training to include acknowledging the present level of understanding about human trafficking, emphasize the utility of protocols and designated personnel and to highlight signs and indicators of human trafficking in addition to investigative techniques.

Another study conducted on human trafficking by Newton, Mulcahy and Martin (2008) was completed on a random sample of 60 counties in 30 states across the United States. 20 out of the 30 states had anti-trafficking laws and 10 did not. Findings indicate that awareness and approaches by law enforcement were directly related to whether or not there were statues in place. The study found that a general confusion about what human trafficking is and there was a

general lack of awareness on the subject with an emphasis on lack of knowledge outside major metropolitan areas. Recommendations from this study include expansion of trainings to include trainings for local law enforcement and prosecutors, how to identify different types of cases and how to investigate them, make resources available to local law enforcement and provide assistance to local departments on human trafficking cases.

When people think of slavery they view it as something that was abolished over a hundred years ago, but human trafficking is a form of modern day slavery many are unfamiliar with and it is spreading rapidly throughout the United States. The rate for which trafficking is hitting the nation, it is an obstacle for law enforcement to keep up. By recognizing gaps in awareness, training and knowledge, communities and law enforcement can begin to develop solutions to stop it.

### **SECTION III: FEDERAL AGENCY ROLE IN HUMAN TRAFFICKING, HUMAN TRAFFICKING TASK FORCES AND CURRENT TRAINING PROGRAMS**

This section is divided into three subsections that highlight what is currently happening with training throughout the country. The first subsection will discuss the role of federal agencies that provide training to law enforcement and communities on human trafficking. The second subsection will discuss in detail the government funded human trafficking task forces, how they were created and the benefit and awareness they bring to their areas. The final subsection will review some of the current human trafficking training offered and available to law enforcement around the country.

#### **a. Federal Law Enforcement Role**

There are numerous government agencies that address human trafficking, provide training, support victims and investigate suspected cases. The number of agencies involved is truly a testament to the U.S. Government's commitment to this issue. With the passing of TVPA in 2000 the federal government has taken great strides and led the charge against human trafficking. A few of the agencies that are actively participating in fighting trafficking and bringing awareness and training to community and law enforcement include: The Department of Health and Human Services (HHS) under the TVPA 2000 is designated as the agency responsible for helping victims of human trafficking become eligible to receive benefits and services so they may rebuild their lives safely in the United States (HHS website, 2009). HHS has initiated the Rescue & Restore Victims of Human Trafficking campaign to help identify and assist victims of human trafficking in the United States (The Department of Health and Human Services Campaign Overview, 2009). There are currently 21 Coalitions in the nation who provide training and bring awareness of the problem to local communities and law enforcement.

Probably the two most well known federal agencies to work on trafficking issues are the Bureau of Immigration and Custom Enforcement (ICE) and the Federal Bureau of Investigations (FBI). ICE investigates human trafficking cases both domestically and abroad. ICE's anti-trafficking enforcement activities also include providing training and support to international and domestic law enforcement (U.S. Department of State website, 2009). ICE personnel participate in Task Forces and/or Rescue and Restore Coalitions providing expertise, guidance and training when needed (Immigration and Custom Enforcement website, 2009).

The FBI also plays a major role in the investigation and identification of victims. They are active in providing training to their agents and conducting trainings to local law enforcement as requested. The FBI has established an initiative to address the crime which includes working with local law enforcement agencies and within the 42 BJA funded Task Forces around the nation (FBI website, 2009). In 2007 alone, the FBI investigated 117 human trafficking cases, made 155 arrests and filed 63 complaints (FBI website, 2009). The FBI also filed 91 indictments which resulted in 57 convictions due to the work and dedication on these cases (FBI website, 2009).

The U. S. Department of State chairs the information-sharing, interagency working group and Cabinet-level task force responsible for coordinating anti-trafficking policies and programs (U.S. Department of State website, 2009). The [Bureau of Population, Refugees, and Migration](#) (PRM) and the [Office to Monitor and Combat Trafficking in Persons](#) (G/TIP) under the Department of State funds international anti-trafficking programs which include training opportunities and support for victims. G/TIP also produces the annual [Trafficking in Persons Report](#) which spotlights modern-day slavery around the world, encourages the work of the civil sector, and is the U.S. Government's principal diplomatic tool used to engage foreign

governments (U.S. Department of State website, 2009). This report provides current information on trafficking and keeps training officials up to date on trends and statistics.

There are numerous other government agencies that play a role in stopping the trafficking of persons. Some agencies play a smaller role than others, but every effort helps. It is evident by the work noted above that federal agencies are leading the way and their expertise should be utilized at a greater capacity in order to reach out to local law enforcement.

#### **b. Human Trafficking Task Force throughout the country**

The Bureau of Justice Assistance (BJA) started addressing the issue of human trafficking in 2004 after recognizing that more was needed on a local level. On a federal level there are several resources available, as mentioned above, but little on the local level. BJA recognized that local law enforcement agencies can uncover trafficking situations when out on routine calls for such crimes as assault, domestic violence, battery and drug related crimes (Bureau of Justice Assistance website, 2009). The BJA felt that if local law enforcement agencies collaborated with federal agencies in investigative capacity and coordinated with U.S. Attorneys Office then together a 'formidable force' would be established in order to fight trafficking in persons (Bureau of Justice Assistance, 2009).

The BJA has taken two approaches to fight trafficking one of which is the establishment and funding of human trafficking Task Forces throughout the nation with the collaboration of the Office for Victims of Crime (OVC). The notion behind the Task Forces is that they are a collaborative effort between local, state and federal agencies, in addition to victim service providers (Bureau of Justice Assistance, 2009). As of 2008, there were 42 Task Forces funded by BJA and OVC. These Task Forces identified 3,336 potential victims and requested either

continued presence or endorsed T-visa applications for 397 potential victims (Bureau of Justice Assistance, 2009). One of the many benefits of having a Task Force is that identifying and recording trafficking cases is more streamlined. In addition to identifications and victim assistance, one of the greatest accomplishments of the Task Forces is that they are responsible for training over 85,000 law enforcement officers throughout the country.

One of the underlying goals within each Task Force is to provide training to law enforcement and the community. This is shown through the number of law enforcement trained by Task Forces mentioned above. Although each has a common ground and foundation, each Task Force may take a different approach and have specific areas of focus depending on the location and their training is reflective of this. For example, the Task Force located in Phoenix, Arizona has unique challenges because they are a border state and not only encounter trafficking, but also smuggling on a regular basis. The Task Force indicates that knowing the difference between smuggling and trafficking is essential in their area in order to properly investigate and prosecute both types of cases (Farrell, McDevitt & Fahy, 2008).

Task Forces step up to the challenge of filling the void and deficit of training to local law enforcement. The Director of the Oregon Human Trafficking Task Force reports that there is no mandatory educational program in place for law enforcement within the state. He reports that the Task Force is working on teaching some type of human trafficking course at the Academy level, but there is nothing currently in place. Officers throughout the state receive training only if they attend a session offered by the Director or they watch a video provided to local departments by the Task Force. Showing that Oregon's Human Trafficking Task Force is taking the lead in providing necessary education around the state and without their efforts awareness and training would not occur (Information obtained through direct correspondence, 2009).

In Anchorage, a representative from the Anchorage Human Trafficking Task Force reports there are not formalized standards for human trafficking training. The representative reported that the Task Force is responsible for training all Anchorage Police Department Officers in human trafficking, but there are other law enforcement officials throughout the state that don't receive any human trafficking training. Statewide law enforcement training in human trafficking has been offered but it is not mandated and there is no standard for participation. Therefore the Task Force only trains every Anchorage Police Department recruit and does periodic refreshers for all sworn officers and support staff within her area. The Anchorage Human Trafficking Task Force heads up all training which would go undone without her efforts through the Task Force.

Different local police departments and Task Forces are taking progressive steps to fight trafficking. Being the first state to pass a law criminalizing human trafficking in 2003, Washington State has had a task force in one form or another since 2002, but in 2006 the Washington State Task Force against the Trafficking of Persons was created. This task force was charged with developing recommendations to create a comprehensive system throughout the state that would provide trafficking victims services to assist them when identified. One department working with the task force is the Seattle Police Department. The Seattle Police Department has one detective designated to investigate human trafficking cases. The department partners with advocacy agencies throughout the area to identify and assist victims and has identified 60 potential victims since 2006.

In January 2005, the Los Angeles Metropolitan Task Force on Human Trafficking (LAMTF-HT) was created and headed up by the Robbery-Homicide Division of the Los Angeles Police Department (LAMTF-HT website, 2009). A component of the mission statement of the LAMTF-HT is to “develop and provide training and support for law enforcement to proactively

identify, rescue and place victims with service providers, and to ensure victim safety and access to needed services” (LAMTF-HT website, 2009). As many Task Forces do, the LAMTF-HT formed collaborative partnerships with federal, state and local law enforcement in addition to service provider agencies. LAMTF-HT has accomplished numerous things in the fight against trafficking and took the lead in improving awareness of local law enforcement through training and education. An example of this is the creation of a Human Trafficking Roll Call Video and Lesson Plan for local law enforcement. The Task Force trained all LAPD uniformed and detective personnel using this material and additionally provided 80 outside law enforcement agencies in the Los Angeles area with a generic version of the training video and lesson plan in order to help train numerous other officers (LAMTF-HT website, 2009).

In Minnesota the Human Trafficking Task Force was created in 2006 in order to address trafficking issues and develop a plan to prevent trafficking in the state. The task force was charged with including at least the following three objectives into their plan : 1) Training for agencies, organizations and officials from law enforcement, prosecution and social services, 2) Develop ways to increase public awareness and 3) Procedures to allow government and non-government agencies to work together in combating human trafficking (Minnesota Trafficking Report , 2006).

New York State is considered one of the top four states in which human trafficking occurs most frequently. Prior to 2007, the laws in New York were unable to adequately handle trafficking situations and issues. It was not until June of 2007 when New York passed a law criminalizing human trafficking along with creating an Interagency Task Force on Human Trafficking that the state has been able to effectively handle the crime (O’Donnell & Hansell, 2008). Although this Task Force is not BJA funded, it is still similar to the concept of those that

are and is charged with several tasks, responsibilities and duties to fight trafficking. From 2007 – 2008, The New York Interagency Human Trafficking Task Force accomplished goals that include establishing victim service programs, establishing collaboration on the local, state and federal level, provided community awareness and training to law enforcement personnel, among others, throughout the state. The Task Force has also distributed a 50 minute training video to 62 district attorneys along with posting it on a secure DCJS website for law enforcement agencies to view (O'Donnell & Hansell, 2008). Within the first year of the Task Force, 36 individuals were identified as victims of human trafficking. After the first year, the Task Force made recommendations for continued work to New York's response to human trafficking. Among these recommendations were to expand training and coordination among state law enforcement, service providers and other non-government agencies along with improving law enforcements strategy towards traffickers (O'Donnell & Hansell, 2008). O'Donnell and Hansel (2008) report that training is essential for law enforcement, ICE and other non-government agencies as each group plays a significant role in the identification, prosecution and prevention of trafficking.

Task Forces around the country are leading the way to investigate human trafficking cases, provide services for victims and to bring training and awareness to local law enforcement and the community. These Task Forces can and should be used as models to smaller departments in how to approach and aggressively address human trafficking.

### **c. Training Programs available to Law Enforcement**

Federal agencies and Task Forces around the country are models for local departments in providing training and awareness to communities and law enforcement personnel. In many circumstances the trainings offered are open to every level of law enforcement; however there is

still a large gap in training offered and those attended by local law enforcement because these trainings are not made mandatory. Although there are deficits in trainings nationwide it is important to highlight some of the current trainings offered and available to local law enforcement. The steps that are being made to incorporate training are essential to the establishment of mandatory training requirements and several agencies are working hard to make this happen.

As previously mentioned, BJA has two approaches to combating trafficking. In addition to the formation of Task Forces, the second approach is for training to be developed that is available to law enforcement and communities on how to identify and rescue potential victims. BJA currently offers immersion training to Task Forces which are led by what are considered Leadership Task Forces who provide guidance and training to others (Bureau of Justice Assistance, 2009). Currently the BJA is working on coordinating training and other technical assistance in order to improve the ability of each Task Force. The training and assistance's focus will be on 3 different components 1) to identify and rescue victims, 2) to investigate and prosecute traffickers and 3) to raise the awareness within communities of the problem of trafficking (BJA, 2009). Training currently provided by Task Forces to local law enforcement include: 1) methods used to identify victims, including preliminary interview techniques and appropriate interrogation methods, 2) methods for prosecuting traffickers, 3) methods for protecting the rights of trafficking victims, taking into consideration special need populations, 4) methods for promoting the safety of victims (Office of Justice Programs, 2009).

As mentioned in Oregon, the Director of the Human Trafficking Task Force sends out videos to different departments on human trafficking in an attempt to reach a greater population. This can be an effective way of reaching those unable or unwilling to attend training. There are

several videos available that provide startling accounts of trafficking that can give law enforcement a look into the crime. For instance, Florida State University Film Department produced *Fields of Mudan*, which is a story of a young Asian girl forced into sex slavery. Shared Hope International developed a 25-minute training video on child sex trafficking within the United States. This video, entitled *Domestic Minor Sex Trafficking: How to Identify America's Trafficked Youth* provides law enforcement a short, but important view on the problem. Another film available is *Svetlana's Journey* produced by TopForm Studio Production about a 13 year old girl sold into prostitution by her adoptive parents. This film is a gruesome look at trafficking. There are a number of other films available on the subject and more being developed in order to spread awareness.

In addition to videos and trainings offered by Task Forces, there are also other trainings on human trafficking tailored to law enforcement. Law Enforcement Training Solutions in New Jersey offers a 2 day hands on training course on human trafficking. Upon completion of the training, officers will be able to identify characteristics of trafficking, how to question victims, gain knowledge on resources available to victims and become familiar with federal laws specific to trafficking. The training also provides investigative strategies that include direct/indirect surveillance and trial preparation. The Upper Midwest Community Policing Institute (UMCPI) has developed an Awareness Training, "Introduction to Human Trafficking" for all levels of law enforcement and others within the community. One of the goals behind UMCPI's training is to reach areas that lack task forces (UMCPI's website, 2009). UMCPI has taken a tremendous step in offering this training online in order to minimize the inconvenience of officers in remote areas. The training is an eight hour course which per UMCPI's website focus' on the definition of

human trafficking, the legal remedies for trafficking victims, best practices for investigating cases and interviewing victims.

In Michigan the Michigan Regional Community Policing Institute (MRCPI) offers two separate courses on human trafficking to law enforcement throughout the state. The two courses are Human Trafficking Investigation and Human Trafficking: Promoting Law Enforcement Awareness (MRCPI website, 2009). The first, Human Trafficking Investigation focus' specifically on how to investigate cases of sexual exploitation or labor trafficking and discusses issues that may arise during an investigation. The training entitled, Human Trafficking: Promoting Law Enforcement Awareness is a more general overview of what human trafficking is, discuss the nature of the crime and touches on victim identification, rescue issues and investigative techniques (MRCPI website, 2009). Both trainings are valuable tools available to law enforcement officials.

In North Carolina, the Carolinas Institute for Community Policing (CICP) offers free internet based trainings for law enforcement officers. As noted with other internet based training programs this allows officers to complete training on their own time, without the hassle of traveling and provides a resource to departments that may not have otherwise been able to afford it. CICP offers two classes on human trafficking; 1) Awareness of Human Trafficking which provides an overview of human trafficking on places an emphasis on understanding the scope of the problem, and 2) Responding to Human Trafficking which is an overview of law enforcements response to human trafficking situation, identifying and approaching victims and touches on trafficker prosecution (CICP website, 2009). These are only a couple examples of the work being done to increase training and awareness to law enforcement.

In addition to the local and state training opportunities, there are also opportunities for collaboration, networking and training through conferences, such as the National Conference on Human Trafficking hosted by Central Texas Coalition Against Human Trafficking (CTCAHT). The Conference focus' on collaborative efforts of law enforcement and service providers as they encounter and investigate trafficking cases (CTCAHT website, 2009). In 2009, University of Nebraska-Lincoln (UNL) hosted a 3 day conference on human trafficking with a focus on research, but provided training and opportunity for law enforcement officers to discuss and learn about the topic (UNL website, 2009).

Non-governmental agencies also assist in the training of all levels of law enforcement on human trafficking. Shared Hope International is an international organization that partners with local agencies to carry out their three-pronged strategy – prevent, rescue and restore to victims of human trafficking (Shared Hope International website, 2009). Shared Hope International provides training on the identification of domestic minor sex trafficking victims to first responders which include local law enforcement (Shared Hope International website, 2009). Shared Hope International provides a specific training to Task Force members that is referred to as Training of Trainers in order to prepare members to bring their own trainings to local communities (Shared Hope International website, 2009). The organization has also developed a 40 minute training video on domestic minor sex trafficking that is targeted for professionals that may encounter victims. The Polaris Project, a well known anti-trafficking program, provides training and technical assistance to local, state and federal law enforcement and non-governmental agencies around the country (Polaris Project website, 2009). Polaris Project has established a Training, Technical Assistance and Strategic Planning Program (TTASP) that partners with federal programs previously mentioned such as HHS Coalitions, BJA funded Task

Forces, ICE and the FBI (Polaris Project website, 2009). The National Human Trafficking Resource Center (NHTRC) is headed up by the Polaris Project and provides numerous resources to law enforcement and the community.

There are numerous trainings available to law enforcement, but without mandatory requirements the resources may never be utilized by many local departments particularly the smaller ones. To successfully combat human trafficking, collaboration between federal, state and local law enforcement agencies is essential and it's important for local level law enforcement to be aware of the problem in order to successfully identify the crime and collaborate with other agencies. With Task Forces and newly developed trainings the country is making strides in combating trafficking, but in order to fully attack the problem mandatory training for local law enforcement needs to occur. Identifying trafficking is the first step and successfully equipping local officers with knowledge allows department to play a successful role in the fight.

## **SECTION IV – RECOMMENDATIONS ON TRAINING REQUIREMENTS FOR LOCAL LAW ENFORCEMENT THROUGHOUT THE COUNTRY**

This section is divided into two subsections. The first subsection will discuss recommendations for universal training requirements for law enforcement throughout the United States. Recommendations on specific aspects of the training curriculum will be given. The second subsection will give recommendations on specific tools that can be utilized and given to local law enforcement to better assist them in the field and when encountering human trafficking.

### **a. Universal Training Requirements for Law Enforcement**

Law Enforcement Agencies around the country face many challenges daily and the introduction of another crime such as human trafficking with numerous dynamics and characteristics can be daunting even somewhat overwhelming. Although human trafficking can be perceived as a new crime, it is essentially slavery in a modern day form. The United States has become a destination country for international trafficking in addition to thousands of victims trafficked domestically. By bringing awareness of the crime to law enforcement through training and education, Officers will be well equipped to successfully identify trafficking situations and successfully fight against its existence. Training has the benefit of motivating Officers to believe they can and will make a difference in the community and in the lives of victims specifically to those being trafficked.

In order to effectively combat human trafficking, training is imperative within law enforcement agencies. Universal training requirements need to be implemented throughout the country at the Academy level. Officers on the streets are considered one of the first lines of defense in stopping human trafficking because they are immersed within the community and

have an understanding of what is or isn't normal within their jurisdictions (Farrell, McDevitt & Fahy, 2008). This gives Officers an unparalleled opportunity to recognize and identify a trafficking case and human trafficking victims. Estimates indicate that for every victim identified there are 3 to 10 victims that go unidentified (Report on Activities to Combat Human Trafficking, 2005). To be effective, Officers need the skill to identify victims who have been hidden or feared law enforcement in the past (Farrell, McDevitt & Fahy, 2008). Unfortunately, as previously stated, Farrell, McDevitt & Fahy (2008) found that human trafficking is considered rare or nonexistent by local law enforcement particularly in smaller communities that were more likely to believe that human trafficking was not present at all. Newton, Mulcahy and Martin (2008) found that among law enforcement there is a general lack of knowledge and awareness about human trafficking outside major metropolitan areas. The Academy is one common requirement for all law enforcement nationally where education and training is provided and required. Academies are a natural place for human trafficking training to be introduced and the basic dynamics of the crime given.

Human Trafficking training at the Academy level should be a basic course giving an overview of human trafficking dynamics, a 'Human Trafficking 101' of sorts. The curriculum of the training should include the following: 1) the definition of human trafficking and its prevalence throughout the country, 2) what to look for, the signs and characteristics of human trafficking and its' victims, 3) the difference between human trafficking and smuggling, 4) how human trafficking is linked to other crimes such as drug dealing, 5) how human trafficking can look like another crime such as domestic violence or sexual assault, 6) what to do if human trafficking is encountered and identified and 7) any specific area of concern and consideration for the specific location of the Academy and Officers. All areas listed above are areas of concern,

but special attention needs to be placed on the first aspect listed which defines trafficking and discusses what constitutes human trafficking. Newton, Mulcahy and Martin (2008) found that there was on-going debate and confusion on what human trafficking is which influenced law enforcements response and identification to potential cases. Farraell, McDevitt & Fahy (2008) also found that the definition of human trafficking, how to interpret it and apply it was an obstacle to law enforcement personnel, including some Task Forces around the country. A recommendation is given for training on a clear and concise definition of human trafficking.

Within the Academy level training, distinction between crimes and how human trafficking can be connected or masked by other crimes should be emphasized to Officers. Trafficking can often be mistaken as another crime, Officers view the victim as a willing participant or the crime takes a “backseat to other institutional priorities such as violence or drugs” (Farrell, McDevitt & Fahy, 2008). Northwestern University’s study found that 52 percent of the time law enforcement learned about trafficking while investigating another crime and 92 percent found that human trafficking was linked to already established crimes such as drugs and prostitution (Farraell, McDevitt & Fahy, 2008).

Awareness and basic knowledge of trafficking will allow Officers to have more confidence when they approach a possible trafficking situation and will give them a better chance of successfully identify the crime. Newton, Mulcahy and Martin (2008) found that there is heightened awareness of human trafficking and recognition of the problem in areas with previous experience with human trafficking, have an established Task Force and or anti-trafficking legislation. The study found that heightened awareness was also attributed to areas that provided regular training to their Officers.

In addition to the basic level of training at Academies, local departments need to implement yearly training requirements and continued education on human trafficking. More in depth training on how to identify and investigate trafficking cases will only enhance a department's ability to combat trafficking. This is supported by Newton, Mulcahy and Martin's (2008) study which recommends that training be expanded to include trainings on how to identify different types of cases and how to properly investigate them. They also recommend that cross-training between prosecutors, social service providers and law enforcement be implemented to increase communication and cooperation when encountering and investigating human trafficking cases. One suggestion for meeting yearly requirements is to utilize on-line training. On-line trainings which were previously discussed are easily implemented into mandated requirements because many are free of charge and are accessible at all times.

BJA Human Trafficking Task Forces can and should be used as models in not only how they approach human trafficking cases, investigate them and aid in the prosecution, but also the training and support they provide to federal and local law enforcement within their designated areas. BJA Task Forces are charged with providing training to law enforcement and have successfully trained over 85,000 law enforcement Officers throughout the country (BJA website, 2009).

**b. Make Resources Available to Local Law Enforcement on Human Trafficking**

Training and education should be made a priority in every small, medium and large size law enforcement department around the country. In addition to training, each department needs to develop protocols on what to do when a trafficking case and victims are identified. These protocols should include what an Officer should do when encountered with a trafficking situation

in addition to a protocol on how to assist victims of trafficking. The Greater Cincinnati Human Trafficking Report completed by the Freedom Center in Cincinnati, Ohio found that only 37% of agencies knew of protocols within their agencies and 63% of those with protocols indicated that the protocols tended to be 'refer the case out'. Protocols are essential in order to guide Officers and agencies in the proper steps to take when encountering human trafficking and complement training in this area. Northeastern University study recommends that model protocols for local law enforcement be developed in order to help guide the identification and investigation of human trafficking (Farrell, McDevitt & Fahy, 2008).

In addition to protocols and training, Officers should be given tools in the field that will assist them. Small wallet size cards are available through the Department of Health and Human Services that indicate signs to look for and who to contact. Local departments can develop small cards like these that are specific to their areas that include key points of their protocols and contact numbers. These cards are easily kept in patrol cars, on the Officer or in manuals accessible to the Officers. Guide books and manuals on human trafficking can also assist Officers in the field. One such manual is *The Crime of Human Trafficking: A Law Enforcement Guide to Identification and Investigation* developed by International Association of Chiefs of Police and is free of charge. This guide summarizes what human trafficking is, the basics of what to look for and the proper steps to take when encountering human trafficking all of which is beneficial information when out in the field.

Training can provide law enforcement with the essential knowledge and tools to help combat human trafficking. In order to properly disseminate information on human trafficking through law enforcement agencies and departments, a basic awareness is necessary in addition to continued education. Human trafficking needs to become a priority of local departments and this

is done first by bringing awareness through training, providing Officers with protocols and tools and then having continued follow up and reports on the crime.

## **SECTION V – SUMMARY AND CONCLUSIONS**

Human trafficking is a global issue that has received recent media attention, but many believe it is not prevalent in their communities and jurisdictions. Human trafficking happens everywhere and anywhere. According to the Department of Health and Human Services (HHS), after drug dealing, human trafficking is tied with the illegal arms industry as the second largest criminal industry in the world today, and it is the fastest growing. It is estimated that human trafficking is a \$44 billion dollar industry (HHS website, 2009). Trafficking is an underground crime and clandestine in nature (Farrell, McDevitt & Fahy, 2008). Trafficking not only occurs in large metropolitan areas, but traffickers also look for rural, secluded areas to operate in order to go undetected (International Association of Chiefs of Police, 2006). With between 600,000 and 800,000 victims trafficked annually across international borders and 14,500 to 17,500 of those victims being trafficked into the United States each year, human trafficking is a crime that needs awareness and attention by local, state and federal law enforcement agencies within our country.

With the passage of the TVPA in 2000 and the reauthorizations in 2003, 2005 and 2008, the government and law enforcement agencies throughout the country have been able to effectively start combating the crime. Several federal agencies have been charged with different responsibilities on investigating human trafficking, bringing awareness to communities and providing support to victims. In addition to federal agencies, the need for local attention is important and the 42 Bureau of Justice Assistance funded Human Trafficking Task Forces around the country have made a drastic impact on the awareness and knowledge of the crime (BJA website, 2009). Human Trafficking Task Forces can be used as models to areas without Task Forces and for smaller communities. Task Forces have taken the lead and provide guidance

and training to local law enforcement and non-governmental agencies that would otherwise go without these resources if not for the efforts of these Task Forces.

Even with the efforts of the federal government and Human Trafficking Task Forces there is still a deficit in awareness and training of local law enforcement around the country. Studies conducted provide overwhelmingly support for training and awareness for law enforcement as local law enforcement officers are key in the identification of apprehension of traffickers and their victims. Therefore universal standards need to be developed across the country for basic training on human trafficking at the Academy level. In addition to basic training, annual training requirements should include human trafficking and continued education should be promoted within departments. Tools such as protocols and manuals should also be available and accessible to all local law enforcement personnel in order to equip them with the tools they need when encountering possible trafficking situations.

Law enforcement can take several steps to improve their response to human trafficking but starting with awareness and training in order to correct the current deficits. Once training standards and mandates are established continued follow up on the effectiveness of the trainings is needed in order to monitor the continued needs of law enforcement as it correlates to the demands necessary to stop human trafficking.

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