

An Analysis of Human Trafficking Law Enforcement Training: What is the Ideal Training Model?

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An Analysis of Human Trafficking Law Enforcement Training: What is the Ideal Training Model?

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Abstract

Human trafficking is a problem not only faced by the United States, but by the entire world. Human trafficking can involve sex trafficking, labor trafficking and organ trafficking. Trafficking doesn't necessarily have to be from one country to the next or over one state line to the next. Trafficking can occur at any place and any time. While trafficking is widespread, the knowledge of its occurrence is not as well known. The Trafficking and Violence Protection Act was created in 2000 to ensure law enforcement was aware of the issue at hand, creating a definition to distinguish between prostitution and trafficking. While the act was created, a nationwide training program was not. There is a lack of training both federally, state and locally. There are options for training but nothing sufficient enough to successfully inform and train all of the necessary participants. What is needed is a universal program for all law enforcement agencies to participate in. This paper will examine previous research on human trafficking, different federal, state and local programs, and will give recommendations for the implementation of a universal training program for law enforcement and other involved agencies.

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Introduction

There is a rising problem in today's world. Women and children are being preyed upon more openly. Human Trafficking is becoming more of a common problem than people think. In July 2017, the country conducted a sex sting which resulted in over 1,000 arrests and costed over \$1.5 million dollars nationwide. This human trafficking sex sting resulted in the arrests of over three dozen perpetrators in Brown County alone. The average arrestee was a middle class white male between 30-40 years of age (Duvall, C., 2017). The problem lies closer to home than most people think. Many of the men arrested in this sting were your average family man. This results in difficulties identifying who is actually preying on the victims as there are many different profiles that could occur. In another study, Julie Orme and Fariyal Ross-Sheriff discuss the prevalence of human sex trafficking, documented by the International Labour Organization, whom estimated that there are 4.5 million victims of sex trafficking worldwide, of which 98 percent are women and children (Orme, J. and Ross-Sheriff, F., 2015, p. 287). That number is too high and has made this a huge problem not only worldwide and nationwide but also right here at home.

Human Trafficking is not a new problem. This has been around for hundreds of years. It started in countries that existed before the United States was even born. There was a common misconception that women selling themselves for money were all prostitutes. In order to create the distinction between prostitution and human trafficking, an act was created. In 2000, the 106th Congress enacted the Victims of Trafficking and Violence Protection Act (VTVPA) with the intent 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 (Siegfriedt, J., 2016, p. 28). This began the process of combating human trafficking in our country.

The Victims of Trafficking and Violence Protection Act was a huge step towards combatting human trafficking. This act gave victims a voice versus constantly regarding them as criminals. In order for this act to be effective, laws needed to be put in place. While each state has enacted legislation criminalizing human trafficking, laws don't become effective until they are properly enforced. Three examples of state programs will be examined: Kentucky, Florida and Wisconsin. In order for a law to be properly enforced, training must be completed.

Training is a required effort to enforce the Victims of Trafficking and Violence Protection Act. In order for this training to effectively take place law enforcement needs to completely understand the act, which includes knowing the difference between prostitution and human trafficking. There are many different federal programs currently in place that involve some type of training for law enforcement. The FBI, Department of Homeland Security, I.C.E., FLETC, and the Department of Justice office for Victims of Crime (OVC) all have training programs for law enforcement from the local level to the federal level. The goal is to find what is missing from all these trainings and incorporate them into a universal training program to ensure that training is being provided on all levels in all states.

It is essential that officers get these trainings immediately upon hire so they too can combat human trafficking legally and appropriately. To appropriately combat human trafficking, the people who are trying to prevent and fight it, law enforcement, need specialized training in order to properly handle these cases. While there are a few programs out there, there are not

enough to be sufficient for a uniformed nationwide training program. Programs either need to be mandatory or should be unified throughout the country.

Because human trafficking is becoming such a widespread issue throughout the country, it is essential to examine how the problem is being handled. While the issue can be discussed all day, it is important to know how to actually reduce the problem of human trafficking. Spotlights should be on the programs in place to combat the issue and how law enforcement officers are trained. Therefore, the goal of this research will be to first, examine the problem at hand, including victim focus, examine the programs currently in place, and finally, suggest an ideal universal program that encompasses all of the working pieces of existing programs. This paper will first examine human trafficking as an issue and the significance of a training program. Second, the paper will give an overview of existing training programs for law enforcement. Third, different theories that can be implemented into human trafficking will be discussed. Next, a select few state training programs will be examined and discussed, followed by recommendations on creating a universal training program. This paper will address the pros and cons of training programs currently in place through a federal program aspect and a state program view. The goal is to examine what is currently available to law enforcement and suggest the implementation of a universal training program that could encompass aspects such as community awareness, victim focus, and prevention aspects, creating an overall program that can be enforced at every level, from local police to federal agents.

Overview of Human trafficking laws and their significance

Human Trafficking has been a very prevalent issue in the United States for well over 100 years. Trafficking and sex slavery dates back to the 1800s. Human trafficking as a social and legal problem in the United States can be traced as far back as passage of the Mann Act in 1911, which made it illegal to transport women across state lines for the purposes of prostitution, though police knew little of human trafficking and didn't see it as a police problem (Gaines, L.K. & Kappeler, V.E., 2014, p. 283). During this time, women were all considered prostitutes, selling their bodies for money. Prostitution is considered a vice crime as it goes against public order but creates economic gains (Gaines, L.K. & Kappeler, V.E., 2014, p. 278). There was not a known idea of human trafficking. The assumption was that women were selling their bodies by choice to make money for their family, is the definition of prostitution (Gaines, L.K. & Kappeler, V.E., 2014, p. 279). Trafficking could be considered slavery. The 13th Amendment was passed in 1865 and stated that "Neither slavery nor involuntary servitude, except as a punishment for a crime whereof the party shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction" (Dill, S., 2011, p. 18). While this amendment was created to criminalize slavery of African Americans, it also applies to sex slavery, aka human trafficking. The State Department of Human Trafficking in Person's Report estimates there is between 600,00 to 800,000 persons trafficked in the United States yearly. This number includes people being trafficked in from other countries and those that are trafficked within our borders, including women and children.

Victims of Trafficking and Violence Protection Act (VTVPA)

Changes needed to be made to stop this horrific act, or at least minimize it. In 2000, The Victims of Trafficking and Violence Protection Act (V-TVPA) was enacted. VTVPA defines sex trafficking as: whoever knowingly in or affecting interstate commerce, recruits, entices, harbors, transports, provides, or obtains by any means a person or benefits, financially or by receiving anything of value, from participation in a venture which has engaged in an act described in violation of paragraph (1), knowing that force, fraud, or coercion described in subsection (2) will be used to cause the person to engage in a commercial sex act, or that the person has not attained the age of 18 years and will be caused to engage in a commercial sex act, shall be punished as provided in subsection(b) (Siegfriedt, J., 2016, p. 29).

The important words of this act are “force, fraud or coercion”. These words clearly state that the act being performed is not by choice. With a child being under the age of 18, they cannot clearly make rational decisions as they are not adults. Prostitution is a conscious decision made by a person of a clear mind, barring drug or alcohol abuse. When force is involved with sexual acts or decisions, this would be considered human trafficking. These women are not given a choice with their bodies. They are forced to perform these acts and then receive very little to no compensation for doing so. Women forced into trafficking are often beaten, raped, starved or brought into drugs while working for their pimps or traffickers. Unfortunately, law enforcement often ends up “abusing” these women as well due to the fact that they are unaware that they are trafficked and treat the women as criminals versus victims. Streetwalkers, who could be trafficked women, are vulnerable to problems such as diseases, arrests by police, and physical abuse by customers and pimps (Gaines, L.K. & Kappeler, V.E., 2014, p. 279). Even for those who

unquestionably fall under the trafficking victim definition have faced arrest and detention due to the ambiguity and lack of training around trafficking for law enforcement officers (Siegfriedt, J., 2016, p. 32). This is where the problem of training comes to light.

The TVPA has resulted in all 50 states enacting legislation criminalizing human trafficking. While each state has enacted legislation criminalizing human trafficking, laws don't become effective until they are properly enforced. In order for a law to be properly enforced, training must be completed. Farrell et. al. states that unless criminal justice organizations actively seek change and adopt institutional responses to promote enforcement, there will be a lag or even a complete disconnect between the enactment and the enforcement of the new laws (2013, p. 141). That statement is living proof that in order for the TVPA to make a difference in this country, laws must be enforced by trained law enforcement officers. One of the main reasons for this act is to differentiate between prostitution and human trafficking. Often times women and children were being arrested and charged as criminals for committing acts of prostitution. Because there was no act or laws surrounding trafficking, it was all assumed that they were criminals, when in fact, many of them, including all children, would be considered victims of trafficking.

Since the TVPA has been created, the topic of training law enforcement has been in the spot light. Because officers would often arrest prostitutes, immediately labeling them as criminals, there was no option for them to be considered victims. One of the purposes of this act was to provide law enforcement with training options on how to recognize and identify human trafficking. The U.S. Department of State stated that:

Federal, state, and local law enforcement agencies face ongoing, challenges in victim identification.... Despite increased trainings, laws, and regulations, NGOs noted that some federal, state and local law enforcement officials were reluctant to identify individuals as trafficking victims when they have participated in criminal activity, facilitated their own smuggling, and/or were subjected to debt bondage or peonage by a smuggler (Farrell, A., et. al., 2013, p. 141).

Because law enforcement is not trained to the extent that they need to be, trafficked women and children are looked at and treated like criminals versus victims. Local police are more likely to confront both the victims of human trafficking and the perpetrators of these crimes than are federal law enforcement officials, but they “are ill prepared” to recognize human trafficking victims or investigate this emerging crime problem (Gaines, L.K. & Kappeler, V.E., 2014, p. 284). There are not sufficient training programs in place for law enforcement to educate on human trafficking. Without the essential training on human trafficking, what it is, how to approach it, how to be victim centered and how to differentiate between a prostitute and a trafficked person, the act will fail. Law enforcement training is a necessity to correctly combat human trafficking. While there are certain federal programs and task forces that have been created during the implementation of the TVPA, there is not one universal program that encompasses all 50 states.

Problems with current federal training programs

One step to guaranteeing training was the task force initiative. The goal of this initiative was to get state, local, and tribal law enforcement agencies to create task forces to raise public

awareness, identify more victims, and establish protocols among government agencies and service providers (Stolz, B. A., 2010, p. 269). The departments who were awarded grants were to work with the U.S. Attorney's office, federal law enforcement agencies and any agencies that may come in contact with victims. They awarded 42 task forces grants up to \$450,000 over a 3-year period. Stolz states that these task forces were created to provide training materials for first responders, protocols for U.S. versus alien trafficking, and most importantly, defining the role of law enforcement in these situations to the community (2010, p. 269). The Justice Department now holds biannual human trafficking conferences to examine how the task forces are operating and their accomplishments. The establishment of task forces has increased training nationwide. Police agencies were called upon to realign their prostitution enforcement strategies and resources to promote identification and rescue of human trafficking victims (Farrell, A. & Cronin, S., 2015, p. 215). Training is a necessity for the community and for law enforcement officers.

I.C.E.

Many training programs are basic and held at the federal level. Different federal departments have different responsibilities, but many of them focus on a common goal, fighting human trafficking. One of the largest fighters of human trafficking is U.S. Immigrations and Customs Enforcement, otherwise known as I.C.E. I.C.E. was created in 2003 and its purpose is to enforce federal laws governing border control, customs, trade and immigration to promote homeland security and public safety (ICE, n.d.). I.C.E. is responsible for immigration enforcement within the interior of the United States (Gaines, L.K. & Kappeler, V.E., 2014, p. 46). The main reason they are a huge component in human trafficking is that they are working the

borders and watching what and who is being brought in and out of the country and even over state lines. For example, in 2014, two Maryland men were charged with conspiring to transport and entice females to travel interstate for prostitution and sex trafficking by force (ICE, 2014). What I.C.E. looks for are the people being trafficked into and out of the United States. The branch of I.C.E. that is going to look into human trafficking is HSI, which is Homeland Security Investigations. This branch looks for all types of trafficked victims, whether they be labor trafficking or sex trafficking victims. They also use the victim focused approach, ensuring that the people they help do not feel like criminals and get the assistance they need. Recognizing that law enforcement are often first to encounter potential victims of human trafficking, the Federal Law Enforcement Training Center has developed a free interactive computer-based training system for federal, state and local law enforcement officers (I.C.E., n.d.). Not only does HSI work with local, state and federal law enforcement departments, they also hold international trainings with countries experiencing trafficking as well, teaching them what to look for and how to identify cases of human trafficking.

I.C.E. has a main purpose to get the problem of human trafficking out into the open and in line with the public's eye. Public service announcements (PSAs) designed to raise awareness about the dangers and signs of human trafficking are at port of entry and airport departure gates, including information about how to report suspected human trafficking to authorities (I.C.E., n.d.). I.C.E. has produced wallet-sized human trafficking indicator cards – available in 17 languages – to highlight differences between smuggling and trafficking and identify key signals for recognizing a trafficking victim (I.C.E., n.d.). These cards can be handed out to law enforcement as well as the community to encourage them to watch for key signs of human

trafficking. Another training opportunity is the fact that HSI participates in task forces all over the country, along with working with victim service providers and community based organizations. ICE has also produced an informational pamphlet that focuses on ICE's law enforcement role and victim-centered approach in combating human trafficking, and highlights recent investigative successes (I.C.E., n.d.) that is made available to the public. While there is some focus on law enforcement training, most of the knowledge share is for the public and is not specifically focused on training police. One of the main federal programs I.C.E. collaborates with is the Blue Campaign.

Department of Homeland Security

The Blue Campaign is a program developed by Homeland Security. The purpose of this campaign is to combat human trafficking. DHS utilizes a victim-centered approach to combat human trafficking, which places equal value on identifying and stabilizing victims and on investigating and prosecuting traffickers (DHS, n.d.). Working in collaboration with law enforcement, government, non-governmental and private organizations, the Blue Campaign strives to protect the basic right of freedom and to bring those who exploit human lives to justice (DHS, n.d.). Not only does the Blue Campaign offer awareness and education to the community about what human trafficking is and how to spot it, one of the main goals is to train law enforcement on what to look for when fighting human trafficking. The Blue Campaign provides training for first responders, law enforcement and federal employees. They provide different documentation and materials to the public and law enforcement on victim support and victim identification. There are also trainings that are usually internet based programs, slide shows or videos that show how to spot and combat trafficking. The goal is to ensure that

victims are recognized as victims, and then to ensure that they are treated that way. The law enforcement course is made up of 4 30-40 minute videos which depict different human trafficking scenarios, and gives options of how to handle the situations. This training program is tied in through FLETC, which is Federal Law Enforcement Training Centers. FLETC provides career-long training to law enforcement professionals on how to identify indicators of human trafficking, immigration options available for potential trafficking victims, and how to conduct human trafficking investigations. FLETC developed a web-based human trafficking training course that teaches officers how to recognize human trafficking encountered during routine duties, how to protect victims, and how to initiate human trafficking investigations. (FLETC, n.d.). The Blue Campaign works with the National Human Trafficking Hotline as well, which is open to the public to call in any suspicions of human trafficking. Any tips that can be given via this hotline not only helps save a victim, but it also helps law enforcement identify cases of human trafficking.

FBI

Human trafficking is also investigated via the Federal Bureau of Investigation. The most effective way to investigate human trafficking is through a collaborative, multi-agency approach with our federal, state, local, and tribal partners. In concert with this concept, FBI investigators participate or lead task forces and working groups in every state within the U.S. (FBI, n.d). These task forces are created at the federal level and enforced on a smaller more statewide/local level. The FBI has 3 different task forces: Anti-Trafficking Coordination Team, Enhanced Collaborative Model to Combat Human Trafficking, FBI Human Trafficking Task Forces. The Anti-Trafficking Coordination Team is focused on enhancing the knowledge of

human trafficking in the task force and providing access to specialized subject matter experts. These groups are located in major cities across the U.S. working to combat human trafficking. The Enhanced Collaborative Model to Combat Human Trafficking is a multidisciplinary task force that was created to proactively identify victims and help them before it became too late. Finally, the Human Trafficking Task Forces work together with state and local law enforcement agencies on a collaborative level to combat human trafficking and try to proactively engage with victims, while teaching and giving law enforcement officers the tools to accomplish this on their own (FBI, n.d.).

One of the main goals of the FBI fighting human trafficking is to get many different professional groups to collaborate on fighting the problem. One of the main problems with law enforcement and other professionals understanding human trafficking is that they are still viewing the victims as criminals. Law enforcement agencies worldwide must learn to consider them as victims and continue to receive training in human trafficking, including identification, processing, and care of trafficked persons (Pittaro, M. & Normore, A., 2016). One of the main goals is getting groups to work together. Another problem is the lack of training across the board. Though many federal programs, as stated above, offer these trainings, a 30-minute video or online slideshow isn't sufficient for successful training of law enforcement. "Many law enforcement agencies remain at a disadvantage regarding training and knowledge of human trafficking issues, particularly at the local level, where patrol officers likely will be the first to encounter traffickers and victims. One significant proposal centers on police organizations worldwide combining forces, sharing intelligence, communicating openly, and cooperating on both small- and large-scale investigations" (Pittaro, M. & Normore, A., 2016). This also leads to

sharing the knowledge with the community. If the community is informed, they also know what to look for and who to notify of suspicious activity.

Department of Justice Office for Victims of Crime (OVC)

Finally, the Department of Justice Office for Victims of Crimes (OVC) offers multiple different trainings to the public, practitioners and law enforcement agencies. This program offers evidence based technical training programs. These trainings can be one on one, web based, in person training programs, and financial assistance. The program focuses on particular needs of victim service providers, their communities, and the victims they serve, including a specific focus on human trafficking (OVC, n.d.). Like the FBI, the main goal is to increase collaboration between different service providers such as human services, medical professionals, lawyers and law enforcement. By training these groups of professionals to work together to identify and combat human trafficking, the victims have a better chance at being proactively saved from the life versus trying to fight their way out after they are in too deep.

These federally based programs have respectable goals and ideals for each program. They all share the common thought of combating human trafficking, giving victims a name, being more victim focused versus criminal focused and collaborating between all fields involved with human trafficking. These programs also provide the training needed by those professionals to properly combat human trafficking. While each program has positive takeaways, there are certain essential things that are lacking from many of them: One on one training. Anyone can go online and complete an online program or say they watched a video. Getting the hands-on training is essential for law enforcement officers to properly handle the victims and to be able

to combat human trafficking proactively. A common goal must be set and a universal training program can be derived from different aspects from the above trainings.

The largest issue with human trafficking is the lack of knowledge for the people who are trying to combat it: law enforcement. The FBI describes human sex trafficking as the “most common form of modern-day slavery” and estimates that the number of domestic and international victims is in the “millions” (Lippman, M. R., 2015, p. 337). If the problem is this widespread then why are the training programs lacking? The federal government has put together a few different programs available to law enforcement to specifically train on human trafficking, but nothing required or consistent. While there is internet based trainings, training videos, and yearly conferences, there is not a consistent training that can be broke down to the local level. What is needed in this country, is a single universal program that will breakdown human trafficking, what to look for, how to identify, how to educate the community on what to look for and how to become victim centric. This program must be consistent throughout all 50 states and must be mandatory hands on training. Learning comes easier by doing versus listening or watching. Hands on experience will give all law enforcement the proper tools to handle this growing epidemic, and it will be consistent country wide. The TVPA combats trafficking by prosecution, criminal prosecution and jailing of individuals involved in human trafficking under various federal and state laws prohibiting sex trafficking; protection, protection of victims and providing them medical care, shelter, and a visa to allow them to remain temporarily in the United States; and prevention, raising awareness of human trafficking and working to decrease demand for trafficked persons (Lippman, M. R., 2015, p. 337-338). With goals like these, more training needs to be conducted and a widespread and

consistent basis. Therefore, a universal program must be created and tested by using successful pieces of federal and statewide programs, and if approved, distributed and implemented country wide.

Recommendations for an Ideal Law Enforcement Training Program

Trafficking has become a widespread issue and is being confronted on all levels, from local to state to federal. Law enforcement is aware of the rising problem and creating programs to try and combat the issue. The Federal programs are more generalized, such as the Blue Campaign, I.C.E. and FLETC. While these programs produce knowledge and awareness of Human Trafficking, along with different types of generalized training as stated in the previous section, it is not as hands on as the state and local programs are. In this section, local programs and three state programs will be examined for a comparison of local/state and federal programs.

Current state/public training programs

Eye Heart World

Eye Heart World was a program started in 2010 in Florida by Briand and Season Russo. It started in Florida through selling handmade bags to raise money for human trafficking. They eventually moved to Alabama to start the program there as well. The mission of Eye Heart World is to combat sex trafficking through after care, prevention and awareness. There are three programs to Eye Heart World. The first is awareness which is represented by presentations throughout the community involving medical professionals, law enforcement, probation and parole, schools, social workers, teachers, parents, members of the community. The purpose of these presentations is to bring awareness of what human trafficking is to the

community. The second is the heart tour, which targets girls who are at risk for trafficking, focusing on dysfunctional families, girls in foster care, and girls with law enforcement involvement. There is a one day conference with them to teach them about trafficking, empowerment and value. The girls involved come from communities or families that no one has ever talked to them about their worth as human beings. The final program is aftercare, which has three parts. The Victim Response Bag, the Outreach Team and the Rose Home. The victim response bag is a bag filled with the basic essentials and is given to girls when they are pulled from trafficking by law enforcement. Law enforcement and other agencies hand them out to girls once rescued. The Outreach team is made up of nine social workers, counselors, therapists that work with police as part of the sting operation. These professionals go talk to the girls after they are pulled out of trafficking and provide resources to get out of the life of human trafficking. The final part is the Rose home. The Rose Home opened this summer for women who have been trafficked. It is a voluntary program for women aged 18-24 and is 9-14 months long. These women are provided with trauma informed care, education, skills in the community, and basic life skills (Eye Heart World, 2017).

National Human Trafficking Hotline by the Polaris Project

The National Trafficking Hotline was started December 7th, 2007 by Polaris which is a non-profit, non-governmental organization that is a leader in the global fight to eradicate modern slavery and restore freedom to survivors of human trafficking (National Trafficking Hotline, 2017). This hotline serves trafficked persons and anti-trafficking personal in the United States. This is a toll-free number that can be called from anywhere in the country, 24 hours a day, 7 days a week, in more than 200 languages. There are many different ways to report

trafficking: through calls, texts, emails and through the website. The purpose of the hotline is for anyone to be able to reach out and get the help and support they need if they are being trafficked or if they know someone who is being trafficked. The hotline can also provide information about trafficking, different statistics, and resources for trafficking victims. The hotline is staffed with trained advocates who take phone calls and direct callers to resources. Anti-Trafficking Hotline Advocates provide assistance to victims in crisis through safety planning, emotional support and/or immediate connections to emergency services through our network of trained service provider and law enforcement partners (National Trafficking Hotline, 2017). While this program doesn't provide training for law enforcement, there is community training and community awareness involved. With this type of service available, it assists law enforcement officers in rescuing human trafficking victims.

State Case Studies

Kentucky

There is a lack of recognition of trafficking instances in this country. Law enforcement may not know what to look for or how to differentiate between prostitution and trafficking. Because of this, the federal government created the Victims of Trafficking and Violence Protection Act in 2000. This act defines human trafficking as "recruiting, harboring, transporting, providing or obtaining a person for labor or commercial sex by using force, fraud, or coercion, but if a person is under the age of 18, the element of force, fraud or coercion is not required (Renzetti, C. et.al., 2015, p. 337). This act was created because law enforcement wasn't recognizing trafficked women as victims, but more so as prostitutes and criminals. The idea was to share the knowledge with those involved with situations such as these, giving them

the tools to know how to react to trafficking. While this act was created to help law enforcement understand what human trafficking was and how to identify it, there are still problems with them even comprehending that human trafficking could occur in their jurisdiction.

One national study found that the majority of local, county and state law enforcement officers believe that human trafficking is rare or nonexistent in their jurisdictions, and few are prepared to investigate trafficking cases given that less than one in five local law enforcement officers receive any training on how to identify and investigate human trafficking, less than one in ten work in a jurisdiction with a protocol or policy on human trafficking, and less than one in twenty have designated or specialized units or personnel to investigate human trafficking cases (Renzetti, C. et.al., 2015, p. 335).

Studies have found that officers do not consider human trafficking to be a serious and abundant offense, which is a result of lack of knowledge, due to lack of training within their jurisdictions (Renzetti, C. et.al., 2015). Because of this, the amount of prosecutions is extremely low in comparison to what it would be if law enforcement was aware of human trafficking and how to identify it. Because there was such a need for identification, the *Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017* was created (Renzetti, C. et.al., 2015, p. 335). This plan created task forces for training law enforcement agencies on human trafficking.

Renzetti, Bush, Castellanos and Hunt performed a study in the state of Kentucky in 2011 to try and measure how effective training was on local law enforcement officers. The evaluation

of the training program was to look at raising awareness in their jurisdictions, increase self-reported likelihood of identifying and investigating suspected cases, and finally, disseminating knowledge from higher level training to patrol level officers (Renzetti, C. et.al., 2015). While the researchers wanted to compare studies of specialized training, what they found was limited results. They did find specialized trainings for sexual assault cases in which the recruits received classroom training, which had improved knowledge immediately after, but over time, the gained knowledge had diminished (Renzetti, C. et.al., 2015). Because there was no specialized training for human trafficking, this study was to find out what the outcome would be if implemented. “Recognizing that training may improve identification, investigation and, ultimately, prosecution of trafficking cases in the state, the Department of Criminal Justice Training at the Kentucky Leadership Institute (Richmond, KY) enlisted two human trafficking victim specialists to provide executive-level and mid-level law enforcement in all Kentucky Jurisdictions (except the State Police) with training on Human Trafficking” (Renzetti, C. et.al., 2015, p. 337). The study reports results of a four-hour human trafficking training module and its effectiveness through an evaluation, the ability to identify human trafficking and the extent to which higher level law enforcement passes down received training, as this was only conducted on mid and executive level officers (Renzetti, C. et.al., 2015).

The study had two phases. The first phase was a pre/post training design to gauge the knowledge of the officers in regard to human trafficking, the crime itself and the impact on the victims. The second part of the training was an evaluation on what information was shared with the patrol officers from the executive and mid-level officers. There is a week-long training mandated by the state Department of Criminal Justice that covers many different topics, one of

which is a four-hour human trafficking training. Before this training, a voluntary survey was administered to determine how well training was conducted. The survey was designed to assess participants' knowledge of human trafficking law and their perceptions of human trafficking in their jurisdictions, challenges law enforcement face in responding to human trafficking, their experiences with human trafficking cases, and the extent to which they and/or their officers have received previous training about human trafficking (Renzetti, C. et.al., 2015, p. 338). The training was conducted by two professional trafficking victim advocates and was made up of mostly power points and lectures. Six months after the study was completed another survey was sent out to those who completed the initial survey to evaluate the effectiveness. This process occurred twice: once for executive level officers and once for mid-level officers. The second phase of the study occurred about 18 months after the initial training with the executive officers and a year after the mid-level training. An email was sent out to the agencies that participated to see if they could survey all patrol officers and their perceptions of human trafficking in their jurisdiction (Renzetti, C. et.al., 2015). An online survey and a hard copy survey was offered to patrol officers.

In phase 1, the findings of the pre-survey were interesting as it showed that even executive and mid-level officers didn't believe that human trafficking was an issue in their jurisdictions. They believed that the trafficking occurrences that did happen didn't involve U.S. citizens. There was a high number of officers who were unsure of the prevalence in their jurisdictions. One of the most disturbing findings was that a majority of the executive and mid-level officers never received training on human trafficking prior. They were aware of the law but rarely was a human trafficking case every investigated. There was also not a formal

procedure to handle these cases when they came into the agency. When asked if they would encounter a trafficking case in the next 12 months, most said it was unlikely. It was hard to determine the results of the executive and mid-level officer post survey results as many didn't participate, causing it to be hard to interpret the findings. It was also difficult to match up survey responses because they were anonymous. There were such differences in the findings between mid-level and executive level officers that they had to be reported separately.

Executive level officers found there to be a higher prevalence of incidents post training than did the mid-level officers. Both groups were aware that there was a law against human trafficking but that knowledge seemed to increase post training. The executive level officers reported increases of arrests and occurrences post survey but they mid-level officers didn't report a change (Renzetti, C. et.al., 2015).

The purpose of phase two was to determine whether the training obtained by executive and mid-level officers trickled down in any way to patrol officers, who are typically the first responders to a crime and are on the front line of daily law enforcement (Renzetti, C. et.al., 2015, p. 342). The first thing that was questioned on the patrol officer survey is whether or not any officers in their agency had received specialized human trafficking training in the past 12 to 18 months. About two thirds of the responding officers stated someone in the agency had received training. Thoughts of this study would assume that the response would be 100%, but that was not the case. It did appear that the patrol officers were more aware of the occurrence of human trafficking and the need for victim advocates and awareness, while the mid-level and executive officers were not. The findings show that many trainings received by mid-level and executive officers are not shared with lower level patrol officers, those whom are on the streets

facing the crimes. The findings suggest that having departmental supports in place, such as a formal human trafficking procedure, protocol, or policy that can guide officers during a trafficking investigation, as well as providing officers with specialized human trafficking training, may increase the likelihood that suspected human trafficking cases will be identified and investigated (Renzetti, C. et.al., 2015, p. 345).

There were a couple limitations to the study such as anonymity. Since there were no identifying factors on the surveys, an officer could have not completed the pre-survey but completed the post survey, which would have skewed results. Post training survey results were also significantly lower than the pre-training survey. Finally, the participants on all parts were only from a fraction of the agencies in Kentucky, therefore the entire state of Kentucky was not significantly represented. This was also limited to Kentucky and not states beyond that, therefore reducing the generalizability of the study. While the study maintains that intensive training is needed for the information to remain with an officer, future studies should examine the difference in retention for mid-level and executive level officers. Trainings for lower level officers should also be taken into consideration. Research is also needed therefore to identify the best mechanisms for disseminating knowledge acquired through training to officers who have not yet received such training (Renzetti, C. et.al., 2015, p. 347). While a one size fits all training may not necessarily be appropriate, delivery methods, content and audience are extremely important to take into consideration when conducting trainings.

Florida

One of the topics discussed in the literature review was the use of task forces and tackling the problem of human trafficking. There have been task forces inserted into some state

law enforcements as a way to combat human trafficking on a broader level and also train law enforcement agencies on how to identify and handle human trafficking. The number of prosecutions are slowly rising and part of that is due to the laws that have been created such as the Trafficking Victims Protection Act (Huff-Corzine, L. et. al., 2017). While the numbers are rising, the number compared to the total human trafficking instances is still quite low. Corzine, Sacra, Corzine and Rados performed a study in Florida that focused on the use of a task force within law enforcement agencies by county and how those task forces helped identify and combat human trafficking. In Florida and other states, task forces have become a popular way to enforce human trafficking laws and providing assistance for the victims. Task forces are usually comprised of law enforcement agencies, social service providers, and non-governmental groups (Huff-Corzine, L. et. al., 2017). The study was created to provide a county-level analysis of the relationship between the presence of a task force and human trafficking arrests for the state of Florida in 2014 (Huff-Corzine, L. et. al., 2017, p. 246).

The battle against human trafficking truly started in 2000 when the TVPA was created. The fight began on a national level and spread to the state level, resulting in all states now having basic anti-trafficking legislation in place (Huff-Corzine, L. et. al., 2017). Task forces were also created to combat this rising issue as well. A Human Trafficking Prosecution Unit was formed within the US Department of Justice (DOJ), and DOJ funding included dollars targeted for training were provided to local human trafficking task forces (Huff-Corzine, L. et. al., 2017, p.247). While the numbers are still low in regard to arrests, researchers relate that to the misunderstanding and lack of training on human trafficking. The criminal justice system is prosecuting the cases as a misdemeanor or felony prostitution offenses rather than as cases of

human trafficking with victims who have been coerced, forced, or defrauded into sex work (Huff-Corzine, L. et. al., 2017). The reason for this is the lack of training and gaps in knowledge in law enforcement about identifying human trafficking and how to combat it. According to a survey studied by Huff-Corzine et. al., a recent survey of local law enforcement agencies in the State of Georgia reports that over 75% had received no training in human trafficking, and almost 90% lacked any policies for how to investigate possible human trafficking cases (Huff-Corzine, L. et. al., 2017, p. 248). These findings are a perfect example as to why the lack of training is such a hindrance the combatting human trafficking.

This study focused on different factors in Florida that was related to law enforcement agencies involvement in at least one case involving human trafficking leading to an arrest during 2014 (Huff-Corzine, L. et. al., 2017). The unit of analysis was at a county level. Florida created a Statewide Council on Human Trafficking which has established training standards for police and prosecutors and has become the most widely used task force used for human trafficking in Florida. This group has quarterly meetings which they can conduct training and determine future goals of the group. The goal of the study was to address whether a county's inclusion in a State of Florida task force is positively related to human trafficking arrests reflected by agency reports to the Florida Department of Law Enforcement for 2014. There were two measures of law enforcement used: the number of law enforcement officers as an indicator of law enforcement resources and whether or not a county contained an agency that is a member of the task force. The reason for the task force members is due to three reasons. First, being a member gets agencies involved with other sections of the community, allowing for different perspectives on a case. Second, task forces force a higher priority on human

trafficking. Third, task forces offer more extensive training workshops attended by local police officers, which helps reinforce the victim ideology versus the criminal ideology (Huff-Corzine, L. et. al., 2017). The study also looked at community characteristics: tourism, poverty and demographics as factors into reporting human trafficking as well. The overall summary produced findings showing that the odds of law enforcement in Florida reporting human trafficking arrests is substantially increased by a country's membership in a human trafficking task force.

There were limitations in this study, one of which is the miniscule number of agencies that reported human trafficking arrests for 2014: only 13. This was the first year the data was run, so there was no telling if that was the reason for the low reporting in numbers. Tourism is hard to capture specific numbers, so using that as a variable as to an increase in human trafficking may not be valid either. Finally, this study was only completed in Florida. While task forces are influential in all states, not having run the numbers as they did in Florida makes it hard to generalize this study.

While this study didn't discuss types of trainings in the state of Florida, it proved the importance of having trainings. Having task forces available to certain law enforcement agencies increased the chances of human trafficking arrests being made due to the multi-faceted group involved in a task force and the extensive training provided to law enforcement by the task force. Because of this, these county's saw more arrests than those that weren't involved in a task force. Once police officers are properly trained to ask the right questions and to see signs of potential trafficking situations, the variable of task force involvement may become a strong predictor of arrests, but until all agencies have the opportunity to obtain

training, its provision will continue to be linked with membership in a task force (Huff-Corzine, L. et. al., 2017, p. 255).

Georgia

Human trafficking is a worldwide epidemic we are currently facing, and have been facing for centuries, while it has just recently come to light as a major problem. This problem is also focused on through the rest of the world. While the United States has the Trafficking Victims Protection Act of 2000, the international effort is called the Palermo Protocol, which stands for Protocol to Prevent, Suppress and Punish Trafficking in Persons, 2000 (Grubb, D., & Bennett, K., 2012). While the U.S. is working together in an international effort to combat trafficking, it is more important that as a country, we tackle our own lack of knowledge. Since the creation of federal legislation such as the TVPA 2000, efforts to combat human trafficking have sparked numerous awareness and training initiatives (such as programs available through the Bureau of Justice Assistance, and the Office for Victims of Crime), as well as millions of dollars in federal appropriations (Grubb, D., & Bennett, K., 2012, p. 488). Grubb and Bennett did a study in the state of Georgia to determine the knowledge state and local police departments have of human trafficking and the training that they receive. As stated earlier, while all 50 states have anti-trafficking laws, it doesn't necessarily mean that training and knowledge of the issue is actually prevalent.

The reason for the study was to get in contact and get opinions of the first responders on the local, county and state level. These individuals are the first people to interact with the victims. Because of this, it is crucial that these officers get the adequate training to help them respond to these situations. One obstacle may be that local, county and state law enforcement

agencies have not caught up with the proliferation of federal trafficking awareness and training (Grubb, D., & Bennett, K., 2012, p. 489). The state of Georgia acknowledges the TVPA and passed a state legislation titled 'Trafficking of persons for labor or sexual servitude (16-5-46)', and more recently enacted H.B. 200, which created legislation mandating creating of human trafficking training materials for law enforcement personnel within the state through The Georgia Peace Officer Standards and Training Council and the Georgia Public Safety Training Center (Grubb, D., & Bennett, K., 2012, p. 490). The purpose of the study was too look at law enforcement officer's perceptions of issues surrounding human trafficking, but sending out a 13-question survey to law enforcement agencies.

The survey was initially conducted through the mail, which included a link for the agency to send out to their officers for them to complete the survey online. It was mailed to small and large agencies to encompass all demographics. The survey was completed online for financial and participation reasons. The survey consisted of 13 core questions designed to collect information regarding perceptions of human trafficking offenses, awareness of definitions and legislation, levels of training and investigative experience, and four questions requesting demographic data (Grubb, D., & Bennett, K., 2012, p. 491). Researchers received 99 responses from 589 targeted agencies, equaling out to a 17% response rate. The survey questions looked at demographics, human trafficking awareness, human trafficking training, human trafficking investigations occurring in their agencies, perceptions, and resources. What the survey found is that there is a huge gap in human trafficking training, where a majority of responses stated there was no training that took place over the last four years. The trainings that were had usually consisted of conferences or seminars, which included videos or power-points. A

majority of the responders also stated that they did not have any protocols or policies in place to combat human trafficking, though many were aware of the TVPA. One positive aspect was that when responders were asked, they said they would like more training to occur on the issue. This is especially important as local law enforcement is usually the first people to come in contact with these cases. Over 64z5 of documented cases within the last four years were discovered through regular police activities at the local and county levels (Grubb, D., & Bennett, K., 2012, p. 496).

While there were limitations to the case such as a low response rate, anonymity, and small sample size, this is a very prevalent study in the wide aspect of human trafficking. It is clear from this study that there is a lack of knowledge of human trafficking within specific law enforcement agencies, along with a lack of training. Though there is a lack of training, officers are willing and eager to get training in order to better service their communities and combat the issue of human trafficking. One of the biggest concerns presented through the survey was budget and priority. There are laws in place to provide a budget to states for task forces and training. As for priority, it needs to be made priority through each specific agency. Human trafficking is a very real issue and in order to combat it, the appropriate resources need to be made readily available.

Analyze strengths and weaknesses from aforementioned programs

The main strength of the different programs above was the use of multiple agencies within Eye Heart World and within Florida's study of the use of task forces. By having multiple agencies or service groups involved, there are different perspectives that can be taken, offering

up different results to combat the issue. In a study done in Ohio, one of the main topics for improving law enforcement responses to human trafficking was to improve awareness and response through education and outreach within the community and other agencies (Wilson, J. & Dalton, E., 2008). Through the Polaris Project, there are trainings available online through their website, print outs, pamphlets and information for the community and for law enforcement. While it is not well known, this information is available to everyone. Through Eye Heart World's Outreach Team, they partner with different groups within the community to reach out to at risk girls, while also reaching out to the community and educating them on what to look for and how to respond if they suspect a trafficking case. If all agencies were trained thoroughly and equally, these girls would have a better chance of escaping the problem. Wilson and Dalton state that tailored training could help professionals better extend services to trafficking victims, an example being information on available social service programs for victims and questions to investigate suspected trafficking cases (Huff-Corzine, L. et. al., 2017). That thought ties into Florida's task force usage. Through a task force, law enforcement agencies would already have access to different social service and professional groups to assist the victims they are pulling out of human trafficking.

Kentucky had good intentions by training people from law enforcement agencies, though the study had a major weakness. The only people they were providing the intensive training to was the executive and mid-level officers. Because of this, the officers who were actually on the streets fighting the problem weren't getting the intensive training they needed. In a study done in Georgia, when asked in a survey if the agencies were interested in receiving human trafficking training, over 68% of respondents stated they would like training (Grubb, D

and Bennett, K., 2012). Kentucky also found that patrol officers were reporting that they were not even aware of anyone in their agency receiving training, and they too would like training. When something is just shared with the higher level of an agency, it doesn't guarantee that it is passed down to the lower tiers of employees.

Need for unified National program

Human trafficking is currently a hot topic nationally. While it is a very hot topic, it was extremely difficult to find states training programs for police officers because there is a clear lack of training at this time. At the federal level, the US appears immersed in resources and programs designed to promote awareness and push anti-trafficking agendas, and legislators within some states appear eager to participate in these initiatives (Grubb, D., & Bennett, K., 2012, p. 497). Because there is such an awareness of what human trafficking is versus prostitution, there is a need for a universal training program. Law enforcement may categorize victims as offenders, blaming them for being undocumented, being involved in prostitution or otherwise being complicit in their victimization, which causes skewed perceptions and can impact the number of trafficking cases identified and prosecuted by police (Farrell, A., Pfeffer, R., & Bright, K., 2015). All 50 states currently have an anti-human trafficking law that differentiates between prostitution and human trafficking. The goal of the TVPA was to give victims a name so they were not considered criminals. With the anti-trafficking laws came some task force funding, but it wasn't enough for all 50 states.

While there is a need for a national training program, through the research, a sufficient substitute for this training would be a task force. A multidisciplinary approach to combat human trafficking requires the careful collaboration of several disciplines, including law

enforcement, medical services, housing services, legal aid, employment services, counseling services, social services, and faith-based initiatives, hence the task force (Orme, J., & Ross-Sheriff, F., 2015, p. 288). While some states may need more than one due to size, the said task force would provide the necessary training and knowledge to law enforcement agencies throughout the state. These task forces would travel around the state to train local law enforcement agencies on what to look for to combat human trafficking. The task forces would work on building smaller task forces for those areas and get other local groups involved, including medical, social services and non-governmental groups, such as Eye Heart World. Once law enforcement was trained up and local task forces are created, trainings can become regular for all new additions to the agency. The state assigned task force would do quarterly trainings with the newly created task forces to ensure that all the current laws are being enforced and if there any changes to the TVPA or any other acts relating to human trafficking, those are shared as well. These quarterly trainings would not only involve the task force. This would be an agency wide training from the top-level officer down to the patrolmen, ensuring everyone is receiving the same information and has the same capability to fight human trafficking. Stolz (2010) reported from her research that there are four recommendations to improve law enforcement identification of human trafficking: 1) Train more officers to identify and respond to human trafficking, 2) develop protocols to guide human trafficking identification and response, 3) collect and report data on human trafficking investigations, and 4) integrate human trafficking response into local crime activities (p. 271). With the combination of a task force within a majority of state and local agencies and incorporating these recommendations into combating human trafficking, the lack of training problem could be solved. Through

combining knowledge and resources, and educating all involved, a new and improved training program could be sufficiently established universally throughout the United States.

What can be done within the community to prevent Human Trafficking

While the community cannot fight human trafficking as the police can, it is extremely important for them to be aware of what is happening in the community, especially those with children. Community awareness relies solely on the law enforcement agencies to know what is happening in their community and how to combat the issues. If there are not specific trainings on certain issues, it is next to impossible to understand what is happening around you. Eye Heart World and the Polaris Project are different groups that not only help law enforcement, but also provide the necessary knowledge for the community. Eye Heart World gets the community involved through the awareness program, through local fundraising efforts and through the local church. The purpose of the group is not only to help local women, but it is to make sure that the community is aware of what is going on around them. The Polaris Project does basically the same thing, but is more of a national program versus more of a localized one. You can get information for the Polaris Project and their hotline number off the website. The website also offers information for the public, that of which can be used to conduct training within the community. The more the community is aware of the issue and what is going on, the easier it will be to prevent Human Trafficking. This is why the collaboration of groups like Eye Heart World and the police is imperative to the success of combatting human trafficking.

Conclusion

The Trafficking Victims Protection Act of 2000 made waves within the country, bringing to light the hidden issue of human trafficking. While conviction numbers are still incredibly low,

after 17 years of being in place, the act has resulted in all 50 states having anti-trafficking legislation in place, task forces have been put in place in many states, and the definition of human trafficking has been changed to include 'force, fraud and coercion' in the definition, while also stating that anyone under the age of 18 doesn't have the mental capability to make the decision to sell themselves, and are therefore being trafficked (Orme, J., & Ross-Sheriff, F., 2015, p. 287). While the definition and idea of human trafficking is clearly defined and the country is aware of its presence, it is lacking training as a whole. There are conferences and seminars, power-points and webinars, but nothing consistent or hands on to train the front-line officers out there combating every day incidents. There were task forces created through the TVPA, but every state was not guaranteed one. There are federally funded programs out there such as FLETC and the Blue Campaign that provide information and online training to law enforcement officers, but nothing is mandated and nothing is consistently occurring. Through local and national programs such as Eye Heart World and the Polaris Project, there are options for victims and for the community, whether it be awareness or the ability to report instances of human trafficking. Through different studies done in Kentucky, Florida and Georgia, it is apparent that there is a lack of training within the law enforcement community. Through surveys and investigations, it was found that a majority of law enforcement officers weren't even aware that there was available training on human trafficking. It is also apparent that executive and mid-level officers are not sharing the received training with their patrol officers, which are the first responders and the people who are the first to encounter human trafficking incidents. The most logical idea to battle the lack of training is to create a universal program that can be used from the local level up to federal law enforcement agencies. The idea would

be the use of one task force per state to create and train smaller task forces on the local level. Through these task forces, hands on training would be obtained, not only for law enforcement officers, but also for different agencies that may encounter human trafficking victims, such as the medical field, human services agencies and law agencies. The goal of these task forces would be to increase knowledge on all levels, increase awareness and increase the number of prosecutions while decreasing the number of human trafficking occurrences. Making the concept of human trafficking a moot point is the end goal.

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