

HUMAN TRAFFICKING:  
A COMPARISON OF MISSOURI LOCAL LAW ENFORCEMENT PREPAREDNESS  
METHODS

by

Natasha R. Sheldon

An Abstract

of a thesis submitted in partial fulfillment  
of the requirements for the degree of  
Master of Science  
in the Department of Criminal Justice  
University of Central Missouri

August, 2012

## ABSTRACT

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Natasha R. Sheldon

Since the 1990s, research and Federal policies to address human trafficking have accumulated throughout the years. A problem remains, however, in the measures local law enforcement use to address the issue. Previous research has shown that United States local law enforcement do not have an efficient level of preparedness to address the issue. Another study focused on Kansas local law enforcement and if they are currently prepared to address human trafficking. This thesis, based off the previous research, used survey and interview techniques on municipal police department and sheriff office administrators to examine if Missouri local law enforcement have an efficient amount of preparedness to address human trafficking. Based on various quantitative tests and qualitative analyses, the researcher concluded these law enforcement offices are aware of the issue, yet not properly trained to address the issue, unlike the previous research, which showed law enforcement offices lacking both awareness and training.

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## TABLE OF CONTENTS

	Page
LIST OF TABLES.....	ix
CHAPTER 1: INTRODUCTION TO THE PROBLEM.....	1
Introduction.....	1
Purpose of Study.....	3
Study Essentials/Problem Statement.....	3
Background Information.....	3
The Inner Workings.....	5
Perpetrator and Victim Characteristics.....	8
The Scope of the Trafficking Problem.....	11
Trafficking Victims Protection Act.....	13
CHAPTER 2: REVIEW OF THE LITERATURE.....	20
TVPA Evaluation.....	20
The Agencies Involved.....	24
Police Training Research.....	30
Study Benefitting Current Research.....	36
CHAPTER 3: METHODOLOGY.....	37
Introduction.....	37
Issue/Research Question.....	37
Design.....	38
Units of Analysis.....	38
Reasons for Purposive Study.....	39

Data Collection/M Measurement of Key Variables.....	40
CHAPTER 4: RESULTS.....	47
Introduction.....	47
Descriptive Quantitative Statistics.....	47
Correlation Analysis.....	55
ANOVA Analysis.....	57
Interview Results.....	59
CHAPTER 5: DISCUSSION.....	62
Threats to the Study.....	62
Results Explained.....	65
Policy Implications.....	71
Future Research.....	75
Conclusion.....	76
REFERENCES.....	77
APPENDICES	
A. Human Subjects Approval.....	82
B. Warning Letter.....	83
C. Cover Letter.....	84
D. Survey.....	85
E. Map of Respondants.....	87
F. Entire Survey Correlation.....	88
G. Awareness/Training Correlation Analysis.....	89

H. Population/Preparedness Correlation.....90

I. ANOVA Test.....91



LIST OF TABLES

Table	Page
1. Averages and Standard Deviation of Frequencies For Awareness by Question and Response.....	48
2. Averages and Standard Deviation of Training Questions by Response.....	49
3. Frequencies of Awareness by Question & Response.....	51
4. Frequencies for Training by Question and Response.....	52
5. Level of Organization Frequencies for Sources of Training.....	53
6. Type of Training Frequencies for Sources of Training.....	53
7. Frequencies of Respondents and Responses by Jurisdiction Size.....	54

## CHAPTER 1 INTRODUCTION TO THE PROBLEM

### **Introduction**

The crime of human trafficking has recently become a prominent issue within the United States. With media and research documenting the growing phenomenon, the public is starting to see how close to home human trafficking has become. Many people, however, still think human trafficking is only a problem outside of the United States in foreign countries, such as Korea, Mexico, and China (Wilson & Dalton, 2008). Those that are aware of human trafficking in the United States, however, may think that it only inhabits the major cities with large populations. Many people are not even aware of human trafficking at all. Specifically those in the smaller towns around the nation, or in the Midwest, mostly do not believe their towns have human trafficking (Wilson & Dalton, 2008). Among these people who lack awareness of human trafficking are possibly the ones who the public depends on to address the crime, such as law enforcement (Wilson, Walsh, & Kleuber, 2006). Even though the perception of this issue is low, human trafficking still remains a problem across the nation.

Because of the highway system, more and more traffickers bring their “employees” to the Midwest from around the nation for profit (Wilson & Dalton, 2008). With Missouri being at the center of the United States and the Midwest, conducting research on the state’s local law enforcement to see if they are prepared to address human trafficking is an important topic of study. This topic is important because human trafficking is a prevalent issue within the United States, and having local law enforcement knowledgeable of the issue can make a difference in the lives of many. In order to fully examine the level of preparedness local law enforcement have

concerning human trafficking, the possible causes of this element must be taken into consideration. The preparedness level can be affected by many things including organization type and legislation. Organization type is any interested level of government, law enforcement or nongovernmental organization with anti-trafficking interest or measures to address the issue. Law enforcement could possibly collaborate with these organizations to obtain general awareness or training measures to increase their anti-trafficking efforts. Legislation, however, that criminalizes certain societal behaviors may also impact how the employees of the criminal justice system act to enforce the law. One piece of legislation that could have influenced the preparedness level of the local law enforcement is the Trafficking Victim's Protection Act of 2000 (TVPA). This act is the main legislation nationally criminalizing human trafficking today. The legislation and organization type also initiates a certain research question for this study: what legislation and other organizations have possibly influenced the preparedness level of Missouri law enforcement offices when handling human trafficking cases? Because applying policies to actual life is supposed to affect how an issue is addressed, the TVPA and other preparedness measures need to be examined and compared to each other for an accurate analysis. Analyzing the state's law enforcement offices to see if they have the skills necessary to investigate human trafficking is needed in order to identify if Missouri is prepared to address this issue. It is also necessary to explore how these offices obtained their current skills, or what could be done to improve their skills. The study will not only examine how well informed and trained the offices are, but also answer if a federal policy or organization has actually encouraged the Missouri police departments to become knowledgeable on the issue. This chapter will start to

answer the research question by presenting the purpose of study, a brief overview of the study essentials and the constructs, and the larger issue of human trafficking.

### **Purpose of Study**

The purpose of this study is to examine if the local law enforcement offices in Missouri have the necessary skills to help in eliminating human trafficking. The reason for this study is because the public and law enforcement may not be aware of this crime within their jurisdiction. To help with increasing their knowledge, knowing what human trafficking looks like can help local law enforcement identify more victims, provide information on this crime to the public, and bring more traffickers to justice. This study will identify those law enforcement offices that lack the awareness and training, and provide information for future research on the state of Missouri and anti-human trafficking measures.

### **Study Essentials/Problem Statement**

To determine the local law enforcement's level of preparedness, this study will use a cross sectional design on Missouri sheriff offices and municipal police departments, who will be surveyed and interviewed, to find out what has influenced any of the preparedness measures the department had taken part in. More details on these methods will follow in Chapter 3.

### **Background Information**

While most Americans can probably recall from textbooks the African American slave trade from the 1700s to the mid-1800s, they are not aware of the hidden slavery amongst people today. Many have thought that slavery had ended when laws were passed abolishing the former slave trade in the 1800s (Sadruddin, Walter, & Hidalgo, 2005). The occurrence of this crime has

proved otherwise. In fact there is a general definition for this type of slavery that is agreed upon throughout the nation:

- (A) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion or in which the person induced to perform such act has not attained 18 years of age; or
- (B) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt, bondage, or slavery (TVPA 2000§7102 (8); Wilson & Dalton, 2008, p. 297; Pollock & Hollier, 2010; Chuang, 2006).

Basically, traffickers may deceive people with false promises to get them to work for them, and then the traffickers show their true side by abusing and exploiting the individuals for their own profits. People may believe that this type of slavery, human trafficking, only fills the foreign countries of the world. Human trafficking, however, happens in not only the most vulnerable countries of the world, but also the more economically stable ones as well. No matter what the economy of the countries look like, any country can be affected by human trafficking in different ways, and these ways need to be acknowledged so that law enforcement know what part of trafficking they may be dealing with in their country (Sadruddin, Walter & Hidalgo, 2005).

This definition and the actual crime can sometimes be confused with a similar issue, human smuggling. Schauer and Wheaton (2006) stated that unlike human trafficking, human smuggling begins with a contract agreement between the smuggler and the client to get the client across national borders illegally. The smuggler does not need to apply any amount of deceit or force in order to get the client across national borders, and the smuggler and client do not continue to be in contact once the client is in the new country. This smuggler is not considered a

trafficker. Human smuggling becomes human trafficking if coercion, deception, or force is applied in order to achieve more exploitive conditions (Schauer & Wheaton, 2006). Human trafficking happens when the trafficker is initiating the relationship. For example, in *United States v. Rojas* (2004) Juan, Jose, and Raul Reyes Rojas lured women from Mexico to Atlanta with promises of legitimate employment and long-term relationships, but instead they sexually exploited the victims. This is a classic example of human trafficking, and there are plenty of cases exhibiting a similar process as well.

### **The Inner Workings**

**Recruiting.** Understanding the entire process of human trafficking has helped law enforcement identify the victims and provide them with adequate protection. The process first begins with recruitment measures. Many traffickers recruit their victims from different countries and bring them to the United States, or the trafficker may recruit domestically and take them to other parts of the country. There are two main reasons why a foreigner would want to come to the United States. The first one is that the United States may have more lucrative employment than the foreigner's home country. The employment within their home country may not provide the benefits or pay like the United States possibly could. The second reason may include the home life of the foreigner being less than desirable. The people may not be happy with their government or nation in general, so they may come to the United States to have more freedom. Traffickers take advantage of this vulnerability by providing "the help" the person may need. The trafficker falsely promises the victims with decent jobs if they travel to the United States. The trafficker exploits the victim's desire for freedom by making the victim believe that life with the trafficker will be more beneficial (Schauer & Wheaton, 2006). The connecting element

between the two reasons is vulnerability. The more vulnerable a target is, the more likely the trafficker will try and entice the victim to trust them.

Once the trafficker and the victim reach the United States, the interconnecting highways help the trafficker exploit their victims in more ways than just by the big coastal cities they use to enter the country. More and more traffickers are moving their acts inland, and the Midwest has become a popular destination site with many of the citizens lacking awareness of human trafficking (Wilson & Dalton, 2008).

**Main Operations.** Knowing how human trafficking begins is good to understand, but the main processes of this crime take place after the recruitment stages. Traffickers come in all shapes and sizes, so they have different crafts of trade in order to make a profit. Law enforcement need to know about these crafts in order to help with investigation purposes, such as what living conditions are particular to each craft, what the victims themselves are doing for the trafficker, and what the trafficker looks and acts like. There are four main categories the craft can fall into: sexual services, forced labor, commercial sexual exploitation of children, and organ trafficking (Grubb, 2009). The Bureau of Justice Statistics states that the most chosen crafts are sex and labor trafficking. Sex trafficking incidents have been alleged up to 1,229 incidents with 112 actually confirmed as human trafficking. Labor trafficking incidents totaled 146 incidents with 18 confirmed as human trafficking. These numbers increased to 2,065 suspected sexual incidents and 350 suspected labor incidents from 2008 to 2010 (Grubb, 2009; Bureau of Justice Statistics (BJS), 2009; BJS, 2011).

The acts the victims conduct for the traffickers are not the only types of exploitation, but the victims also face abuse by the traffickers in order to keep control of them. Besides money

being earned by exploitation, the traffickers also achieve their profit by having control over their victims. One way they gain the control is by applying debt bondage onto the person, which ranges anywhere from \$5,000 to \$15,000 that the victims have to repay for getting into the country or other expenses the trafficker may have applied (Grubb, 2009). This debt bondage is usually applied before they reach their destination.

Other ways that traffickers keep control of their victims usually does not involve making a profit. When the traffickers and victims reach their destination, most traffickers confiscate any travel identification documents. They also threaten the victims with horrible consequences if they try to escape. Examples include turning the victim in to the police for adjacent crimes the victim may have committed for the trafficker, sexual abuse, physical violence, and isolation (Wilson & Dalton, 2008). It does not matter what craft a trafficker is involved in, all of these examples of abuse are apparent in each craft. For example, in *United States v. Lee* (2005) Kil Soo Lee recruited people from China and Vietnam to work in his factory in American Samoa. Once the recruits began work, Lee threatened them with arrests, food deprivation, and deportations if they quit working. Physical violence is not the only threat a trafficker may apply, however. A trafficker can often threaten to harm the victim's family or state that the victim would die on the streets since they had nowhere else to go (Wilson & Dalton, 2008).

Another aspect of the inner workings is how the traffickers use the resources of the countries involved in human trafficking. There are three main ways countries can be involved in human trafficking. First, a country could be described as a place of origin, in which many victims come from the country trying to find a better life. Traffickers either travel to these countries or recruit domestically in their own country to seek out victims for their craft. Second,



a country of transit is where the traffickers and victims travel through to get to their country of destination. A country of transit happens when there are countries adjacent to each other or ways of travel to pass through this country in order to get to the trafficker's country of destination.

Third, a country of destination is where the trafficker exploits the victims for profit. This type of country is where the victim will actually be forced into the labor or sex industry where the main processes of the inner workings of human trafficking take place (Winterdyk & Reichel, 2010).

The country can be in a single category or a combination of the three. The United States has been known to be a country of origin and destination. *America's Most Wanted* provided accounts of groups of people offering modeling or make-up artist jobs to young women, but then these people kidnapped and forced the girls into sexual prostitution. Some of the traffickers exploit the victim close to home, like those discussed by the television program, while others have traveled to other states to supplement their profits (Heflin, 2010).

### **Perpetrator and Victim Characteristics**

**Victims.** After understanding the process of human trafficking, knowing the types of people involved is another key identifier for law enforcement. Sex trafficking victims found in the United States consist mostly of Black, White, and Hispanic races, and are usually natural born citizens (Wilson & Dalton, 2008). From 2007-2008, the number of identified victims were categorized by race. There was a total of 147 White, 139 Black, 210 Hispanic, and 69 other races involved in sex trafficking (BJS, 2009). From 2008 to 2010, there were 102 White, 161 Black, 95 Hispanic, and 40 other ethnicities (BJS, 2011). In the African American slave trade, a person's ethnicity determined whether they would become a slave or not. In today's society,

however, the trafficker does not care what race or ethnicity a person is. The only thing they care about is making a profit off of an individual.

The Bureau of Justice Statistics (2009) also shows that most of the victims of sex trafficking are female and between the ages of 17 and 24. Of the victims that have been identified, 62% of the victims were younger than 25 years old. It was reported that from 2007-2008, seven were male and 621 were female victims, and included 184 aged 17 and younger, 251 aged 18 to 24 years, 124 aged 25 to 34 years, and 54 aged 35 years and older (BJS, 2009). From 2008 to 2010, numbers increased for males but decreased for females. Sex traffickers used 27 males and 432 females in the exploitation with ages including 248 aged 17 years and younger, 142 aged 18 to 24, 46 aged 25 to 34, and 12 aged 35 and older (BJS, 2011). In fact, there are victims as young as five or six years of age. Seventy percent of the victims were under the age of 24 in sex trafficking compared to labor trafficking who only had 63%. Previous research has also stated that a majority of the female victims were 78% of the total victims of sex trafficking (Farrell & McDevitt, 2008). These sex trafficking victims are usually found in massage parlors, nail salons, or brothels (DeStefano, 2008).

Another characteristic that was examined was the sex trafficking victims' country of origin. Overwhelmingly, law enforcement has stated they have dealt with a majority of Mexican victims followed by those from the United States then China (Farrell & McDevitt, 2008). In fact, from 2007 to 2008, 302 victims were from the United States, four were permanent residents of the United States, 161 were undocumented aliens, and nine were qualified aliens (BJS, 2009). From 2008-2010, there were 345 United States citizens, six permanent residents, 64

undocumented aliens, and one qualified alien (BJS, 2011). A majority of the immigrants are used in labor trafficking.

Besides sex trafficking, labor trafficking has had very little research conducted on it, but there is still some information available to the public. From 2007 to 2008, there were 48 male and 74 female victims; 2 White, three Black, 63 Hispanic, and 45 other ethnicities; nine under the age of 17, 27 aged 18 to 24, 47 aged 25 to 34, and 32 aged 35 years and older; three United States citizens, 50 undocumented aliens, and 24 qualified aliens (BJS, 2009). From 2008 to 2010, a majority of these numbers decreased. In labor trafficking for these 2 years, 20 were males and 43 were females; six aged 17 or younger, 17 aged 18 to 24, 22 aged 25 to 34, and 15 aged 25 or older; one White, six Black, 34 Hispanic, and 20 other ethnicities; one United States citizen, 36 undocumented aliens, 15 qualified aliens, and 2 temporary workers (BJS, 2011). The type of work the victims do in labor trafficking consist of domestic servitude, factory work, and day labor (DeStefano, 2008).

**Traffickers.** Compared to the characteristics of the victims, the traffickers tended to have opposite characteristics. A total of 508 traffickers were arrested, 393 were male and 115 were female, from 2007-2008. From 2008 to 2010, the total number of traffickers arrested decreased to 456 with 368 classified as male and 88 classified as female (BJS, 2009; BJS, 2011). When examining the age of the traffickers, the ages ranged from 19 to 43 (Grubb, 2009). The Bureau of Justice Statistics (2009) provided information on this topic as well displaying that for sex and labor trafficking there were ten in age group of 17 or younger, 58 aged 18-24, 49 aged 25-34, and 72 aged 35 or older. From 2008 to 2010, the numbers of the age groups increased. The report showed that 11 aged 17 or younger, 147 aged 18 to 24, 114 aged 25 to 34, and 100 aged 35 or

older (BJS, 2011). A majority of those identified were in their thirties. Traffickers under the age of 25 were rarely identified by law enforcement. Between labor and sex trafficking cases, the ages of the traffickers ranged from 30 to 50.

Seventy percent of the traffickers were male compared to the majority of victims who are female. The only similarity between the traffickers and victims seemed to be their country of origin, so most traffickers originated from Mexico followed by the United States (Farrell & McDevitt, 2008). In fact, from 2007 to 2008, 98 were United States citizens, six were permanent residents, 20 were undocumented aliens, and ten were qualified aliens (BJS, 2009). These numbers increased dramatically from 2008 to 2010. The most recent report showed that 276 were United States citizens, 12 were permanent residents, 44 were undocumented aliens, and 148 were qualified aliens. Some traffickers also maybe successful businessmen or associated with other crimes adjacent to human trafficking (Grubb, 2009).

### **The Scope of the Trafficking Problem**

The background of human trafficking has shown what takes place in this crime and how it not only affects the United States, but also the entire world. This section will go in more detail as to the size of this issue and who it affects. To give an idea of the general scope of human trafficking, this crime has become one of the top international crimes in the world; it is tied as one of the most prominent with the drug and gun trades (Sadruddin, Walter, & Hidalgo, 2005). The secretive nature of human trafficking, however, has made the statistics of the scope of the crime not as accurate as they should be. This secretive nature has brought on a wide range of estimates throughout the years. Around the world, approximately 800,000 to 900,000 individuals are trafficked across international borders each year (Sadruddin, Walter, & Hidalgo, 2005). The

United States has estimated a significantly smaller number within their borders. An initial estimate range of 100,000 to 150,000 victims were brought into the country each year for trafficking (Schauer & Wheaton, 2006). When the TVPA was enacted in 2000, these numbers have decreased to an estimated 50,000. In the 2003 Trafficking in Persons (TIP) report, these numbers dropped to the range of 18,000 to 20,000, and then decreased again in the 2005-2006 TIP reports to the range of 14,500 to 17,000 (Department of Health and Human Services, 2009). However, only 1,472 victims were helped in 2010 (Department of State, 2011). Domestically trafficked victims within the United States have drastically larger numbers, and they range between 244,000 to 325,000 (Department of Health and Human Services, 2009). There are still gaps between the estimates and how accurate they are, but knowing a national general estimate for the scope of the problem in the United States can possibly help in figuring out the scope of the problem in Missouri for the law enforcement offices.

These statistics, however, are not 100% accurate. These estimates have been re-used time-and-time again, since the methods of obtaining this information have not been fully authenticated (DeStefano, 2008). The possible explanation for this is the secretive nature of human trafficking leading to the inability to sufficiently identify traffickers and victims. Having authenticated methods could lower this estimate of unidentified victims, since more victims could possibly be identified. That is why knowing the characteristics of the trafficker and victim are needed in order to be able to identify more human trafficking cases and make sure the numbers are accurate. These defined problems have recently been brought to the attention of legislators and the criminal justice system, so some answers for human trafficking has followed.

## **Trafficking Victims Protection Act**

Human trafficking is an international issue that many countries are addressing, but this study solely focuses on the United States and Missouri's approach to anti-trafficking. Currently, besides the federal legislation, Missouri has two human trafficking laws. The first law involves expanding the TVPA to include abuse through forced labor, slavery, involuntary servitude, peonage, sexual exploitation, and sexual trafficking of a child through Missouri HB 214 of 2011. The second law established sexual trafficking of a child and forced labor as felonies through Missouri HB 1487 of 2004 (National Conference of State Legislatures, 2011). With human trafficking gaining momentum as a serious crime more local law enforcement officers need to have some sort of training in order to stop the continuing growth of human trafficking (Sadruddin, Walter, & Hidalgo, 2006).

The United States' main answer to human trafficking, and a construct of this study, is the TVPA policy. This policy was intentionally developed to prevent human trafficking, prosecute the traffickers, and protect the victims (Sadruddin, Walter, & Hidalgo, 2005). These intentions included providing federal agencies with the information on human trafficking and the right training tools to enact the three-pronged approach of providing benefits for the victims, investigating and prosecuting traffickers, and using the cases and other training to prevent future human trafficking incidents. The development of this act and its purposes will be discussed next.

**Development of the TVPA.** The Trafficking Victims Protection Act (TVPA) is a very recent piece of legislation. A reason why this legislation did not surface until 2000 was because media, research and policies relating to human trafficking did not reach the government and public until the late 1990s. Many people were again unaware of what was taking place. When

word got around about this crime, the United States government knew something needed to be done about it. The first impact the government made happened in 1998. President Bill Clinton created the President's Interagency Council on Women and gave them the authorization to develop a domestic and international policy on trafficking (Stolz, 2005; Stolz 2010; Chuang, 2006).

The same year that the council was developed, Senator Paul Wellstone introduced a resolution to the senate to condemn trafficking. He had done plenty of research on this issue, and was very passionate about stopping it. Then, in 1999, the Senator tried to have an international law passed, but it did not fare well. Wellstone tried that route one more time in 2000 when he introduced the TVPA. Wellstone wanted this bill to criminalize all forms of trafficking in persons, reform immigration procedures so the identified victims could remain in the United States to testify in court, establish programs and skills training to reintegrate the victims into the community, and establish mental and physical health programs for the victims (DeStefano, 2008). This bill also tried to have an international impact as well, since some countries did not have the means or will to address human trafficking. Not everyone agreed on this addition, however. Hearings and debates began that same year on what should and should not be included in the TVPA (DeStefano, 2008). One of the debates focused on including testimonies from already identified victims on what they faced as they were exploited, but they were later incorporated for the public to understand what human trafficking entails from the viewpoints of the ones who experienced it.

The version introduced to the United States Senate was different than the one introduced in the United States House of Representatives. The element of T-Visas and immigration

documents were brought up, and the House wanted to put a limit on the amount of T-Visas that could be issued to the identified victims while the Senate did not. T-visas are a type of legal documentation for immigrants to remain in the United States for three years for investigative purposes. In mid-September of 2000, this debate was settled in a month-long conference with the limit of 5,000 being chosen. On October 5, 2000 the final draft was completed. The House passed the bill on October 6, and the Senate passed it on October 11. On October 28, 2000, President Bill Clinton signed the TVPA into action (DeStefano, 2008).

**Content of the TVPA.** The TVPA begins with the accounts of the horrific incidents that the victims faced under the control of the trafficker. Identified victims of human trafficking are at the center of this policy and its goal is to help protect the victims once they escaped the trafficker's grasp. Protecting them from repeated exploitation in the types of trafficking they experienced was one of intentions of this legislation. Each testimony provided information on the abuse the victims faced at the hand of their traffickers, the acts they committed for their trafficker's profit, and the traffickers' recruitment methods. Even though men can become victims in the trafficking world, the majority of the identified victims were women and children who were either poverty stricken, lacked an education, were unemployed, minorities, or were having trouble maintaining a well-paying job (Sadruddin, Walter, & Hidalgo, 2005). These accounts were used in order to address the lack of awareness the public had on human trafficking and reasons for why the TVPA was needed.

Following the victims' accounts of their exploitation, Congress provided the action plan to address human trafficking. The basis behind the original authorization of the TVPA was a three pronged approach in fighting human trafficking. The three prongs included preventing



human trafficking through public awareness, prosecuting traffickers, and protecting the identified victims (Sadruddin, Walter & Hidalgo, 2005). These three prongs came together to drive a partnership between governmental and non-governmental agencies to have a coordinated anti-trafficking effort. In essence, the action plan was a four pronged approach (Department of State, 2012).

To prevent human trafficking, government and non-government organizations conducted campaigns, public service announcements and research to inform the public of this crime. To prosecute traffickers, the TVPA is implemented in hopes of strengthening current prosecution efforts and punishment standards of those charged with human trafficking. In order to protect the identified victims of trafficking, this law provides protection and necessity benefits for the victims if they comply with a couple stipulations. The benefits include shelter, food, protection, and education of skills necessary to become a member of society. The stipulations include cooperating with law enforcement during the investigation and proving that the condition of the trafficking was a severe form by way of being forced, coerced, or deceived into getting involved in the exploitation. Once the victim has complied with these stipulations, they will receive medical and protection benefits the TVPA lists. If the victims are foreign immigrants and they comply with the stipulations they also will receive immigration benefits to remain in the United States for the investigation (Sadruddin, Walter, & Hidalgo, 2005). To apply for these benefits in order for the immigrants to remain in the United States, the TVPA also detailed step-by-step instructions for law enforcement and governmental organizations to follow.

The instructions for implementing the protection benefits for immigrants had three stages. First, when law enforcement officers identified victims that were immigrants of a human

trafficking case, they can request a “continued presence” authorization for the investigation from Immigration and Customs Services (ICE). A “continued presence” authorization entitled the victim to remain in the United States for the duration of the investigation without the risk of being deported. Second, the victim could apply for an extended stay in the United States, known as the T-visa. A T-visa is a long-term visa that lasts for three years, and it provides protection for the non-citizen victims that can prove their form of trafficking was severe and that they will cooperate with law enforcement. If the severity cannot be proven, the victim could instead prove that if they returned to their country of origin, they would be inflicted with more suffering. Finally, after the T-visa has expired and the immigrant wanted to remain in the United States, they can apply for permanent citizenship (TVPA 2000§7105(b)(1)(E)(u); Sadruddin, Walter, & Hidalgo, 2005; de Baca, 2002). These steps are specifically for immigrants. Those that are from the United States just have to comply with the 2 stipulations listed earlier.

**Previous Improvements.** With the TVPA being roughly eleven years old, research evaluating the legislation has led to some reauthorizations to incorporate improvements. Congress reauthorized the TVPA in 2003, 2005, and 2008. The 2003 reauthorization led to new civil remedies for victims, and under the original Act, only federal law enforcement could authorize the protection benefits for the victims. The 2003 reauthorization allowed for local and state law enforcement to provide the benefits, as well. Authorizing local level law enforcement to provide the benefits to the victims was also another way to have more local level law enforcement involved in this issue. The 2005 reauthorization involved Congress including provisions of services, counseling, and assisting in the development of life skills for children. The 2008 reauthorization, the most recent one, called for new guidelines in implementing the T-

visas and provided the information victims need to provide in order to obtain them (Pollock & Hollier, 2010). These are all great tools that the TVPA has provided, but being a recent law it still may have some problems.

**International Application.** Senator Wellstone had intentions of using the TVPA as part of an international law as well, and that is exactly what has happened. The United States has many business relations with foreign countries. If these foreign countries do not follow the minimum standards of the TVPA, then the United States will withdraw any business affairs they have with the country until they do so. In an effect, these sanctions have remained unseen since most of the countries have complied with the United States' wishes (Chuang, 2006).

Besides the TVPA, there are other international efforts to combat human trafficking as well; however, the TVPA is the main policy-making legislation for the United States. Some countries were ready to fight organized crime, while others lacked the funds, skills, and effort to succeed in that ambition. The legislation that was developed to enhance the efforts of those countries that were ready to fight was the Palermo Protocol. This policy was being developed as legislators were creating initial ideas for criminalizing human trafficking within the United States. In 1998, a convention was held in Palermo, Italy. Twenty countries, including the U.S., came together to create a draft of an agreement to address human trafficking. The main purpose for this convention was to make the human trafficking activity an actual crime. Proposals were made, and debates took place. Two years later, an estimated 125 countries signed the convention into effect in December (DeStefano, 2008). This policy will not be directly examined in this study, but a brief discussion needed to be included to show how human trafficking has an international effect.

This chapter provided background information on the study, the larger topic the study is encompassed in, and what theory can possibly explain the crime. Chapter two will provide information on the literature of police training and skills. Chapter three will discuss the methods used to obtain the data from the sheriffs and municipal police departments. Chapter four provides the results of the study and an analysis of the results. Finally, chapter five will tie everything together with a discussion and conclusion of the entire study.

## CHAPTER 2 REVIEW OF THE LITERATURE

Despite the fact that human trafficking has only been acknowledged as a heinous crime for the past 12 years, plenty of research has been conducted; research concerning human trafficking in general, legislation, and law enforcement responses. This literature review will evaluate the TVPA, discuss the federal agencies and organizations currently involved in addressing human trafficking because of the TVPA, the current research on how effectively trained are the local law enforcement, if human trafficking has affected Missouri, and the gaps in the research that led to the study and how this study will benefit the research.

### **TVPA Evaluation**

Research has been conducted in the past eleven years on the TVPA in order to see if this legislation has effectively accomplished its intended goals. This research on the effectiveness can help the government and local law enforcement implement needed changes in order to help the unidentified victims that are still being exploited by their captors.

**Identification Measures.** When talks of the TVPA began over eleven years ago, the number of estimated unidentified victims in the world was enormous. One of the TVPA's intentions was to lower this number of unidentified victims, but currently the numbers are still rather large (Sadruddin, Walter, & Hidalgo, 2005). In 2000, Congress estimated around 700,000 unidentified victims were trafficked across international borders and 45,000 to 50,000 in the United States (Department of State, 2001). These numbers have increased year to date with around 800,000 unidentified victims worldwide and almost 325,000 in the United States (Department of State, 2011). One of the big reasons that hinders the protection efforts is the

secretive nature of the crime. Human trafficking is hidden behind adjacent crimes such as prostitution, legal businesses of nail salons and massage parlors, and traffickers hiding the workers.

Traffickers know that society views their acts as unacceptable behavior, so for them to keep earning their profits, they must keep their business as a secretive subgroup of society. Because of the secretive nature of human trafficking, and the victims receiving threats from the traffickers, the victims have a difficult time coming in contact with the public or law enforcement to ask for help (Reid, 2010). Victims may want to try to get help, since they come into the human trafficking world by way of force, fraud, or coercion. They face a problem, however, when they want to try and come into contact with help, and the problem is they either do not know how to get help or they may fear that their life may worsen if they try and fail. The victim's life may become worse if law enforcement refuse to help or if the trafficker goes unpunished for his actions (Heflin, 2010). Some victims have been identified in recent years, but it may not be the number the United States wants it to be at. The secretive nature has hampered the law enforcement anti-trafficking efforts. Because law enforcement has had an inefficient amount of training on human trafficking, the excuse of not effectively being helping a majority of the victims by way of not being able to identify them is brought on by government and law enforcement (Stolz, 2010). If law enforcement cannot identify a majority of victims, then the victims cannot receive the intended benefits.

**TVPA Hurdles.** If the victims are identified, they still have some other hurdles to overcome before being fully helped. The other hurdles that the victims face are the stipulations discussed earlier they have to comply with in order to receive the benefits. First, they must

cooperate with law enforcement. This is a problem, because victims may be traumatized from their victimization, which may make them not trust anyone once they are rescued. The last time the victim trusted someone, it led to their slavery, so they may be cautious about cooperating with law enforcement. If they do cooperate with law enforcement they will have to help in bringing the trafficker to justice by way of providing a testimony of their victimization.

Describing their victimization may also bring on further psychological trauma, because they have to recall everything that happened to them. Law enforcement does not want any more harm to come to the victim, but the testimonies are key evidence for the investigation and prosecution of the trafficker (Sadrudin, Walter & Hidalgo, 2005). If traumatization is apparent when the victim provides their testimony, then counselors need to be on hand to help the victim. The testimony also may be hard for them to do if they do not know English. The language barrier could possibly frustrate and scare the victims, and this could further hinder any investigation efforts (Sadrudin, Walter, & Hidalgo, 2005). To help the victims get their story across, translators should be on hand as well to make sure all of the facts are documented correctly.

After the victim cooperates with law enforcement, they must prove the severity of their victimization or that they will continue to suffer if they are deported back to their country of origin. These are hurdles, because ICE has the final say on if the victim can remain in the United States for the investigation; even though law enforcement may reinforce that the victim is needed for the prosecution (Sadrudin, Walter, & Hidalgo, 2005). In other words, law enforcement or the prosecutor may provide proof that the victim suffered from severe exploitation, and that the victim will cooperate with law enforcement, but ICE can deny the request.

**Statistics for Identified Cases.** A good amount of research has been conducted on the TVPA, but not enough information is provided on the actual number of victims in order to conduct an analysis on why so few protection benefits are given to them (Sadruddin, Walter, & Hidalgo, 2005). A reason for this may be caused by law enforcement not collecting additional information on the victims for a possible analysis. This possibility needs to be brought up for future research. The additional information could include the number of victims identified in a case, the identifiers that led law enforcement to believe the investigation involved human trafficking, if the victims willingly cooperated with law enforcement, and how many of the victims received actual benefits (Sadruddin, Walter, & Hidalgo, 2005).

**Prosecution Efforts.** The third prong of prosecuting the trafficker has some problems as well. Law enforcement may have no problem in apprehending a trafficker, but sometimes the lack of training could inhibit this if the police do not know what to look for to identify human trafficking cases. Another struggle involves investigating and convicting the traffickers, because law enforcement and ICE may have different viewpoints on the victim. Along with the evidence of the investigation provided by law enforcement, the case also needs an interested prosecutor to bring the case to court (Sadruddin, Walter, & Hidalgo, 2005). Another problem involves if the victim is a foreign immigrant with no documentation for them to legally be in the United States, then ICE determines which victims can remain in the country for the prosecutor's case. This is possibly seen as a loop hole for traffickers. From 2001 to 2004, 340 human trafficking investigations were began with only 62 cases filed, 170 traffickers charged, and 120 traffickers were convicted with the average prison term ranging from 86 to 127 months (DeStefano, 2008). Only 45 suspects were convicted in 2007-2008 (BJS, 2009). Because of the dependency on the



victim's testimony, most traffickers possibly are released without charges if the ICE denies the request for victims to remain in the United States. Some improvements have been researched and implied, but more can possibly be done. One solution the immigrants could possibly use to remain in the country for investigative purposes involves a clause listed by the TVPA known as safe harbor. A safe harbor clause happens when a victim applies for asylum. They can apply for this status when the victim fears persecution from the trafficker or if they return to their home country (Pomeroy, 2010). The TVPA has had an unsuccessful track record currently, but Federal agencies still have created anti-human trafficking measures under this legislation.

### **The Agencies Involved**

With the backing of this policy, many agencies and recently developed organizations have taken action against human trafficking. This section will provide information on which agencies have been the most prominent with this issue beginning with the federal agencies, with human trafficking being generally seen as a federal crime, then will go through other governmental and police agencies, and nongovernmental agencies. Within the United States, federal agencies, such as the FBI, became thoroughly aware of human trafficking with so many migrants coming into the United States (DeStefano, 2008). Several other governmental agencies have also developed programs and organizations to address human trafficking as well. The Department of State probably has the most important role in ending human trafficking. This agency deals with the United States' foreign affairs. Their mission is to shape and sustain a peaceful and just world, and it also tries to foster conditions for stability and progress benefitting people everywhere (Department of State, 2011). One way of obtaining a peaceful world is by

fighting crime and the Department of State provides an anti-human trafficking office to help their mission.

The Office to Monitor and Combat Trafficking in Persons within the Department of State leads the United States in engaging internationally with other countries to fight human trafficking. This organization was created by the TVPA in order to help enforce the policy. The office is made up of three departments: Reports and Political Affairs (RPA), International Programs, and Public Engagement in order to have a successful operation. RPA tries to engage foreign nations about trafficking issues. They do this by encouraging measurable progress in the fight against human trafficking, which comes from the Trafficking in Persons Report. The measurable progress includes legislation, increased enforcement, victim assistance, and prevention activities. In the International Programs Department, they have funded over 450 anti-trafficking programs in 109 countries in the past nine years. The funds for these programs are strategically placed to where greater progress can be found for the three-pronged approach. The Public Engagement Office is the liaison to Congress and any other partners in the effort against trafficking. They work to increase public awareness with targeted media outreach, campaigns, creating new partnerships, and strengthening existing ones.

These three departments may have their own goals, but they all come together for one main purpose. The main goal of the office is to engage foreign governments to be against human trafficking, and they do this with the Trafficking in Persons Report with country specific action plans and recommendations. Funds also come from this office for projects to combat human trafficking. These projects could not only be used in foreign countries, but also in state-wide offices as well. The Trafficking in Persons Report is available online for the public to view,

including local law enforcement. The Department of State could possibly be in contact with state governments for anti-human trafficking efforts as well. Finally, they try and create awareness through media, government publications and campaigns (Department of State, 2011).

Alongside the Department of State, the Department of Homeland Security is another federal agency with anti-human trafficking efforts. This office focuses on keeping the nation secure. They are prepared to handle terrorism, border security, natural disaster response, and immigration. With human trafficking coming into contact with immigration and border security, this office needs to have a hand in this issue. The Department of Homeland Security started the Blue Campaign in July 2010. The name used is in reference to the global anti-human trafficking symbols of the Blue Heart and Blue Blindfold. It is organized around the TVPA's three-pronged approach. This campaign's mission is to coordinate the efforts to fight human trafficking. The efforts are creating awareness, protecting identified victims, and contributing to a criminal justice response. A way they contribute to the criminal justice response is through a training video. The Federal Law Enforcement Training Center developed a web-based human trafficking training course that teaches law enforcement the identifiers of human trafficking to look for when on routine duties, how to protect victims, and how to begin investigations for human trafficking (Department of Homeland Security, 2011). Coordinating the anti-human trafficking efforts and using the training video could be applied state-wide as well, because this agency's mission is to protect the homeland. Missouri governments and law enforcement could use the web based course to increase the general knowledge of human trafficking and the national anti-human trafficking effort.

Another governmental agency that has taken a stance against human trafficking is the Department of Justice. In 2007, the Civil Rights Division of this department created the Human Trafficking Prosecution Unit (HTPU) to consolidate some of the nation's top human trafficking prosecutors. This group works very closely with Assistant United States Attorneys and law enforcement to streamline fast-moving human trafficking investigations, ensure that the anti-human trafficking legislation is being consistently applied, and identifying multijurisdictional trafficking networks. Another anti-trafficking approach is their committee against child exploitation. Known as the Child Exploitation and Obscenity Section (CEOS), their key role is to make sure that those who profit from child exploitation be brought to justice. This committee was created in 1987 and works close with the United States District Attorneys around the country to bring forth prosecutions. Not only does CEOS help with prosecutions, but they also create other statutes and policies to help in eradicating the problem (Department of Justice, 2011).

Federal task forces have also been created by the TVPA and Department of Justice to combine the efforts of federal, state, and local agencies to conduct investigations and prosecutions. A total of 42 task forces are currently running today (Pollock & Hollier, 2010). They are run and funded by the Bureau of Justice Assistance and the Office of Victims of Crime. The members work together to identify, investigate, and prosecute human trafficking cases. They also provide assistance to those victims who have been identified. In fact, the Human Trafficking Rescue Project, created in 2006 within Missouri, is one of the top in the nation. It consists of the FBI, the Kansas City Police Department, the Independence Police Department, Immigration and Customs Enforcement, Department of Labor, Department of Health and Human Services, Cole

County Prosecutor's Office, and the Columbia Police Department. This organization is held within the United States Attorney's Office of the Western District of Missouri. They investigate both sex and labor trafficking involving the rescue of international and domestic victims. The United States Attorney's Office broke new ground by being one of the first to prosecute a trafficker under the TVPA (Department of Justice, 2011).

Outside of the governmental organizations, the non-governmental organizations try to bring awareness to the public and additional information on how to help prevent human trafficking and in assisting the victims. From hotlines to benefit services, these advocate groups are trying their hardest to help identified victims and governmental agencies. One well known organization is the Polaris Project. Its name comes from the North Star that guided slaves to freedom by way of the Underground Railroad. It is the leading agency in combating human trafficking by using a holistic strategy, in which strategies are learned from the survivors that the project has rescued and using them for long-term solutions. It is funded by The United States Department of Health and Human Services. They also operate the National Human Trafficking Resource Center hotline and provide other services to help the clients (Polaris Project, 2010). Their website provides other organizations and hotlines for each state in order for victims and average individuals to provide tips on possible human trafficking.

The United States not only has a national anti-trafficking effort, but there also is a wide variety of state-wide anti-trafficking agencies as well. Within Missouri, there are some non-governmental organizations involved in victim assistance of those who have received the help of leaving the trafficking world. In the state of Missouri some of these non-governmental organizations include Veronica's Voice in Kansas City, International Institute of St. Louis, and

Hope House. Veronica's Voice solely focuses on victims of prostitution and exploitation. This organization is named in the remembrance of Veronica Neverdusky, who, at the age of 21, was found murdered in Penn Valley Park in 1993. The goal of Veronica's Voice is to offer compassionate and non-judgmental counseling through peer, survivor-run services. It has been said that one of the best ways to help a victim is by using someone who has been through a similar experience that the victim can relate to, and that is exactly what this organization does. They provide counseling, food, shelter, and any other necessities for the victims (Veronica's Voice, 2011).

The International Institute of St. Louis focuses on assisting immigrants in adjusting to life in the community. This organization takes over the assistance process once the benefits have been applied. They provide education programs, help the immigrants build assets, and help them feel included in the community with a festival displaying their culture to their neighbors (International Institute, 2010). Hope House is a domestic violence shelter that forms a safety net of prevention, education and support. This organization provides the necessary shelter for the identified victims that have been rescued (Hope House, 2011). Many of the organizations provide help to identified victims in order for them to get back on their feet and back into society.

All of these agencies have in some way adapted their anti-trafficking efforts to one or more of the prongs of the TVPA. The Department of State has put forth the effort of preventing human trafficking within foreign countries by making the citizens aware of this issue and protection measures with funds for identifying victims and victim assistance. The Department of Homeland security embraced the prevention and protection prongs with awareness measures

through the Blue Campaign and training measures through the web based training video. The Department of Justice uses the protection prong by using the Federal Task Forces and the prosecution prong through the Human Trafficking Prosecution Unit. Finally, the non-governmental organizations throughout the nation and Missouri embrace the prevention and protection prongs to assist victims in need.

### **Police Training Research**

These organizations may have an effect on helping the identified victims, but how effective are current local law enforcement officers in identifying these victims? Current literature has stated that even though local law enforcement are known as the first responders to calls for service, they have had very little success in effectively identifying human trafficking cases (Wilson, Walsh, & Kleuber, 2006). Police officers are part of a local government function, so those patrolling a beat or an area of the jurisdiction are usually the first ones to come across human trafficking. The problem with this local government function, however, is that it is diverse and fractionalized with about 17,784 individualized offices. This problem tends to hinder the national effort of addressing human trafficking with each office having their own protocols and procedures to address the most prominent crimes within their jurisdiction (Wilson, Walsh, & Kleuber, 2006). Being a fractioned area of government lowers the communication and compilation efforts between the offices when something arises related to a national issue. Whether that issue is terrorism, human trafficking, or even kidnapping, the units may have access to communicate and work together, but may only focus on their own jurisdiction.

Because research on this topic is limited, the lack of awareness and training of the officers to address human trafficking is not necessarily the total truth. This is one reason why this

study is necessary. The research that is available mainly focuses on the corruption and government complacency, which is linked to the training on countries of origin and destination outside the United States. This current research also discusses what has been done nationally and internationally at the federal level, yet the role of the local level law enforcement has very little research compared to the federal (Wilson, Walsh, & Kleuber, 2006). The researchers DeBaca and Tisi (2002) suggest that local law enforcement need to seek out the advice of the federal law enforcement in setting up workshops on investigating and prosecuting human traffickers, since collaboration is a key part in being prepared for this crime. The reauthorization of the TVPA in 2003 tried to get more offices involved in addressing human trafficking, but it failed to meet the intentions that were created.

In 2003, the TVPA called on all the local level law enforcement units to get more involved in human trafficking investigations and assisting the victims. This caused 26 states, including Missouri, to pass laws or have pending anti-human trafficking legislation, which gives local law enforcement an extra tool for being prepared. All of the legislation causes local law enforcement to try and make human trafficking a priority in their jurisdiction, but this can sometimes be seen as a problem. There might be some jurisdictions that never had to address human trafficking cases (Clawson, Dutch, & Cummings, 2006). Some law enforcement offices may be reluctant to even get involved with human trafficking, however. They may not want to help the victims if they believe that these victims knew what they were going to be involved in when they began to trust the trafficker. Another issue is their investigations may be interfered by immigration, since many local law enforcement agencies do not inquire about a victim's citizenship status during routine police activities (Farrell & McDevitt, 2008). Then there is the



issue of prioritizing. If a local law enforcement office does not see human trafficking incidents all that often, then they are not going to put forth much effort into becoming prepared to address an issue that is not present in their area. One way to help in getting more local law enforcement offices involved was done by the Federal government in providing financial assistance to certain offices to obtain the needed training (Clawson, Dutch, & Cummings, 2006).

This limited literature has caused some researchers to examine what role the local law enforcement plays when dealing with human trafficking. A few recent studies did just that. These researchers analyzed “the attitudes and perceptions of the nature and extent of human trafficking in the United States; training of law enforcement on human trafficking issues; and human trafficking investigation activities by law enforcement” (Clawson, Dutch, & Cummings, 2006, pg. 10). All of these variables are similar to the variables in this study. Findings provided by the administrators of the local law enforcement within the previous literature included the fact that law enforcement lacks the necessary preparedness level to recognize human trafficking victims or to even conduct an investigation on this crime when signs emerge. Most local law enforcement offices do not believe that human trafficking is a problem within their jurisdiction and believe that it is only addressed at the federal level (Clawson, Dutch, & Cummings, 2006). Major findings for this aspect of local law enforcement believe that human trafficking is rare or non-existent within their jurisdiction, but those serving larger communities are more likely to agree that human trafficking is a pervasive problem. However, all types of law enforcement agencies have investigated at least one human trafficking case, but the size of the agency or jurisdiction is usually an indicator of how prepared the law enforcement office is in addressing human trafficking (Farrell & McDevitt, 2008). There is a contradiction to this finding, though. A

study done by Klueber (2003) showed that 83 of the largest police stations in the country are largely unaware of human trafficking, have received little to no training to help the victims and prosecute the traffickers, and believe that that trafficking falls into the category of organized crime (Schauer & Wheaton, 2006). Most local law enforcement are also not well informed or educated about the basics of human trafficking; there tends to be no set protocols or procedures for training on the issue of human trafficking; and local law enforcement feel like they have no direct responsibility with investigating human trafficking (Wilson, Walsh, & Kleuber, 2006).

With all of these findings, there is still a gap in research for the everyday “street cop,” so a little insight was brought to address this aspect. The findings from Clawson, Dutch, & Cummings (2006) included that most officers learned about human trafficking through routine law enforcement activities; line officers were not knowledgeable about a great deal of human trafficking; many line officers were not familiar with the TVPA or the 2003 reauthorization of the TVPA; only 25% of line officers were working with federal task forces; most line officers see human trafficking as a serious problem; 32% of human trafficking cases arise from other investigations; most roles of law enforcement that were listed included covert operations, conducting interviews, and working with State/local law enforcement; 71% had protocols for training in place; and 45% stated that they receive their training from Federal law enforcement. Federal respondents also believed that State and local law enforcement need training to be able to look for and identify potential victims when investigating human trafficking (Clawson, Dutch, & Cummings, 2006)

These studies have focused on local level law enforcement as a general unit across the nation, but what about just focusing on one state, like Missouri? Vicky Luttrell, a former

graduate student from Washburn University, studied local law enforcement in the state of Kansas (2004). The idea for this research study was developed by Luttrell's study. This current study is different than the one based in Kansas by way of analyzing if legislation has had an influence on Missouri law enforcement awareness and training levels. The previous study did not focus on any legislation. This student interviewed a sample of Kansas law enforcement officials about how much they know about the human trafficking issue in the Midwest, Kansas more specifically, and how well the officers are trained to apprehend human trafficking if they ever came across it. Unfortunately, most officers questioned in this study believed that human trafficking happened elsewhere more often than in their own jurisdictions, and they received little to no training to prevent and apprehend human trafficking cases; this is very similar to national research. In fact, certain officers did not know the definition of human trafficking, and the researcher had to explain what elements human trafficking consisted of (Luttrell, 2004).

Kansas is not the only state that has been affected by human trafficking within the Midwest. Human trafficking has taken place in Missouri. Having a Federal Task force and the Central Missouri Stop Human Trafficking Coalition in the state is proof of that fact. In fact, the coalition paired up with students from the University of Missouri and provided a recent report to expose that trafficking happens in Missouri and to promote awareness. They conducted a content analysis on any media coverage about human trafficking cases that took place in Missouri. Each case that was found was analyzed with a rating system in order for the researchers to be able to classify the cases as human trafficking or human trafficking related. A total of 63 cases, 38 victims, and 24 perpetrators were identified between the years of 2003 and 2009. Most of the perpetrators were United States citizens, yet some were from other countries as well. The victims

originated from Mexico, Russia, and Morocco, but an overwhelming majority was domestically recruited. Another finding from this previous study showed that a majority of the cases were found in more urban areas rather than rural (Anderson, Parshall, Thompson, & Workman, 2009). With this research showing that human trafficking happens in Missouri, the next step is to examine the level of preparedness of Missouri local level law enforcement.

Law enforcement believing that human trafficking could not take place in Kansas, Missouri, or in any Midwest state, is not the best reason for not receiving information or training on the issue. The issue of terrorism may not have happened in every state, yet most officers are probably aware and trained to identify it. Ever since 9/11, and the development of the Department of Homeland Security, local law enforcement have received at least some sort of training in preventing and recovery measures for terrorism attacks through the *Homeland Security Presidential Directive 8* (Pelfrey, 2009). Why can they not receive training for human trafficking as well? The United States sees terrorism as having a higher rate of occurrence within the country, and that is why so much media, research, and training has taken place to fight it. Terrorism is an important crime to understand, but research has shown that human trafficking is tied with the illegal arms industry as the second largest transnational crime behind drug dealing (Grubb, 2009). Since it looks like it possibly outranks terrorism at this point in time internationally, should that mean that training for this issue should be included with training on terrorism? This question leads to how the study will benefit this current research and examine if any amount of additional training was needed to have a better preparedness level to address human trafficking.

### **Study Benefitting Current Research**

The three previous studies displayed local law enforcement's perceptions of human trafficking and their training levels in order to identify human trafficking across the nation, but what if only one state was focused on? Conducting a national study coagulates the law enforcement offices into one general group. Each office has its own set of procedures and protocols in order to handle different crimes within their area. One state may have a huge drug problem, while another may have organized crime at the top of their priority list. Examining each state on the level of their awareness and training can benefit the current research by way of comparison to the national statistics of the studies and to other states as well. This study will examine the local law enforcement of Missouri to see how well they are prepared against the national statistics. Preparedness is known as the amount of readiness one needs in order to effectively handle a certain task or issue in society. The study will also compare the TVPA against other organization types to see if they influenced the level of preparedness needed in order to effectively handle human trafficking in Missouri. Once this has been analyzed, it could lead to other research on human trafficking in Missouri or influence other states to conduct similar studies to figure out where their law enforcement stands on the human trafficking issue.

## CHAPTER 3 METHODOLOGY

### **Introduction**

The literature review has addressed that the local law enforcement offices tend to lack awareness and efficient types of training, total preparedness, in addressing human trafficking. The purpose of this chapter is to explain the methodology used in this study to examine if this research also applies to Missouri. This chapter explains the issue the study addresses, how the study was designed, how the subjects were selected, how the key variables were measured, and the methods that were used to collect the data.

### **Issue/Research Question**

To refresh, the research question is: what legislation or organization types have possibly influenced the preparedness level of Missouri law enforcement officers when addressing human trafficking cases? Based on the study conducted in Kansas, plus other literature on human trafficking awareness and departmental training, the main hypotheses have developed:

[H1] the TVPA is less likely to influence the preparedness level of Missouri law enforcement against other criminal justice organizations.

There are a few secondary hypotheses as well:

[H2] Missouri law enforcement offices lack general awareness and training capabilities, total preparedness, to address human trafficking.

[H3] The law enforcement offices will not believe that human trafficking is a problem within their jurisdiction.

[H4] There is a positive correlational relationship between size of the jurisdiction and the law enforcement office's preparedness level.

[H5] There is a positive correlational relationship between awareness and training.

[H6] There are variances between where the organizations the law enforcement offices received their information on human trafficking.

### **Design**

Before any processes of the study could begin, the overall design of the study needed to be determined. Since the study's intention was to examine the current perceptions of the law enforcement administrators on their office's preparedness level in addressing human trafficking, a cross-sectional study was chosen to be applied. The researcher chose this type of time dimension, because the study was not used to cover the administrators' perception over a length of time. The researcher wanted only to analyze this one cross-section of time carefully to see where the offices' preparedness level currently stood. The study also developed into an exploratory study, since the TVPA and organization types are being compared to each other to examine if legislation or criminal justice organizations influence the preparedness level more.

### **Units of Analysis**

After the decision of the general study design was chosen, the topics or units of analysis for the study were clarified. The units of analysis and the population under study are individual administrators of the entire local law enforcement population in the state of Missouri. These consisted of sheriff offices and municipal police departments. These offices were chosen since they most likely have the largest jurisdiction and are usually first responders to incidents; sheriffs have county-wide jurisdiction, and municipal departments have city-wide jurisdiction. Sheriffs

were also included since some cities are so small in Missouri they do not have municipal police departments, so the sheriffs would be considered the first responders to a crime in the city residing in the designated county.

In August of 2011, the researcher accumulated the list of offices by using the *NPSIB: National Directory of Law Enforcement Administrators* that contains the contact information for the sheriff offices and municipal departments in Missouri. Contacting the entire population of sheriffs and the chiefs of each office is the best course of action, because they oversee what their officers investigate and enforce in their jurisdiction.

### **Reasons for Purposive Study**

For this study, the technique the researcher used is the purposive technique. This study is purposive based on the state the study was conducted in and by surveying the entire population of law enforcement administrators. The state that was chosen for this study was Missouri. Because the researcher resided in Missouri, and the Midwest is becoming more of a destination setting for human trafficking, the researcher chose this state to study. A secondary reason behind this decision was for future researchers to be able to have the opportunity to compare this study to other states, like the previous study in Kansas.

Besides solely focusing on the state of Missouri, the entire law enforcement administrator population was focused on to possibly avoid the potential of obtaining a small response rate with the surveys. The researcher contacted the entire administrator population during the first week of September of 2011 in order to enhance the study. Also, a problem may have happened if law enforcement administrators in Missouri were only randomly sampled. Randomization is a key part of studies, and is usually preferred, but randomly choosing the law enforcement



administrators to contact could have possibly made the sample size smaller than it turned out to be. The researcher still gave all of the offices an equal opportunity to participate, but it was done purposively. Contacting the entire population possibly increased the chances of a higher response rate.

### **Data Collection/Measurement of Key Variables**

In the first week of September 2011, after the approval from the IRB review board, the data collection process began. Missouri's local law enforcement offices' administrator population was identified from the *NPSIB* and an e-mail address or fax number was obtained from the law enforcement office's website or by contacting the office by phone. The e-mail addresses and fax numbers that were obtained were for an administrator or training official within the law enforcement office, since one or both oversee the awareness and training perspectives of the office. These selected employees were purposively contacted to fill out the survey, but the entire population of law enforcement was focused on, since the questions pertained to the administrator's overall perception of their office addressing human trafficking. The office's administrators voluntarily participated in providing the information for the study.

After all the contact information was collected, the researcher first sent each of the departments a warning e-mail or fax (Appendix B) on September 8<sup>th</sup> and 9<sup>th</sup>, 2011 informing the departments of a survey that would be sent to them in the following days. The warning e-mail was used in order to introduce the researcher and the study to the subjects, and to "warn" them of a potential survey they will be receiving (Maxfield & Babbie, 2011). After the warning e-mail or fax, a second e-mail or fax was sent on September 12<sup>th</sup>, 2011 containing a cover letter (Appendix C) with the background and basics of the study included to fully inform the subjects. The basics

included identifying information of the researcher, information about the study, how the study would benefit the criminal justice field, and why the subjects had been chosen. Along with this second e-mail or fax, the researcher included the survey for the participant to complete (Appendix D). This e-mail asked the sheriffs and chiefs if they would like to help out by being involved in this research. Participants are informed that participation in the study by way of answering the questions on the survey is completely voluntary. 2 weeks after the initial e-mails and faxes, the researcher sent a follow-up e-mail to remind the participants to complete the survey if they had not already done so.

The reason warning e-mails and cover letters were used in the data collection process was to prevent the element of coercion from entering the study and to also inform the administrators that the data will be kept confidential. These two elements needed to be present within the study per specifications by the Human Subjects review board. A Human Subjects Expedited Review (Appendix A) was submitted in August of 2011 to the University of Central Missouri Human Subjects Review Board, since law enforcement administrators would be surveyed. The Human Subjects Review Board was used to make sure that this study would be done ethically. This step needed to be completed before the study could begin.

The data collection process focused on human trafficking and preparedness, consisting of awareness and training, as key constructs involved in the study. Based on the TVPA definition stated earlier, human trafficking is any type of exploitation by way of force, fraud, or coercion. This construct is the overall issue being addressed in this study. Awareness and training will be discussed next as key elements of the study. For this study, the researcher wanted to examine the preparedness level of the sheriff offices and municipal police departments when confronting the

human trafficking problem. The preparedness level involved the elements of awareness and training, which were combined to form the variable of preparedness. This element was examined to see if the application of the TVPA or other organizations sending information to the departments influenced this level. Then the TVPA and the organizations would be compared against each other to see which, if any, contained more of an impact. The survey examined the elements of awareness, types of training, and how the offices received their information on the issue of human trafficking. The study will try to show that if the TVPA and human trafficking are well known in Missouri, and if applying the TVPA or other organization types influenced the offices to become more prepared in regard to human trafficking.

The TVPA was categorized dichotomously by either it being applied to the departments or not. The questions of the study pertained to if the sheriff or chief/administrator, on behalf of their office, believed that human trafficking is a problem not only in the country, but also within their immediate area. To measure the constructs of awareness and training, all of the questions involved Likert scales to efficiently analyze and compare the departments. The Likert scale was the same for every question, except for two categorical and follow-up questions to obtain more detailed information. It involved a range of agreeability with the questions. Each scale included strongly agree, agree, neutral, disagree, and strongly disagree. These answers were then coded from strongly agree = 5 to strongly disagree = 1. The two other questions provided multiple categories for type of training and the level of organization. For the type of training, the answers included classroom, fieldwork, both, or none. For level of organization, the answers included the Federal Task Force, Government Agency, Non-Governmental Agency, Manual/Print (Own research), or Other.

**Awareness.** For the offices to be measured as being aware of human trafficking, what the offices needed was a basic acknowledgement of human trafficking. This acknowledgement included the law enforcement administrators considering human trafficking takes place within the United States and Missouri. If the administrators accepted that human trafficking happens in the state of Missouri, then that office is measured to have a good amount of awareness. The first set of questions of the survey that were asked focused on the construct of awareness. Asking awareness questions gave the researcher a view on what kind of perception the law enforcement office held on human trafficking. Awareness was measured by 5 questions in the survey. The first question stated if the office was generally aware of human trafficking within the office. Another one stated if it was important for the office to be aware of human trafficking. Then the questions moved on to if the officers were well informed about human trafficking. The final two questions focused on the administrator's perception of human trafficking within the United States and their jurisdiction.

**Training.** For this study, training consisted of the amount of classroom and/or field work exercises related to addressing human trafficking that the officers participated in at any of law enforcement offices. In order to be measured as having a sufficient amount of training in this study, the chiefs and sheriffs needed to either have enforced among their officers the requirement of this training and have a record of the officers who have had the training with the human trafficking aspect, or the officers could have participated in training on their own time if the law enforcement offices do not require it. The training is not necessarily a requirement, however, for officers in the state of Missouri; it all depends on the office's preference.

In the survey, 4 questions were asked about the administrator's perception on the amount of training they believed their office had on addressing human trafficking and where their officers received their training. The first part of the training questions included if the law enforcement office has used any aspect of training within their jurisdiction. One question stated if their training has been effective. This question went into the next question, which stated if they received information on their training through the TVPA. Training from the TVPA consisted of collaboration with the Federal Task Forces since the TVPA developed these organizations, but these task forces could also be seen as a separate organization type as well. The offices could have worked with the task force without any knowledge of the TVPA. If they had not received training information from the TVPA, a secondary question followed by providing a list of organizations for the office to choose from, including the task forces, on where they received their information. Another question asked how the training procedures were implemented within the office. These questions included whether the officers only received classroom instruction, field work, or both. The administrator's answers showed if the state as a whole decided on how to use the training aspect, or if each department worked to their own accord. The final question was open-ended in asking the offices what training they would like to see on human trafficking. These set of questions were used to see if the TVPA legislation or other organizations brought on training for the offices and also filled in the blanks as to how much training the department still needs.

The researcher measured the preparedness level with an ordinal level of measurement based on the answers supplied in the survey. The answers provided by the offices on the awareness will be compiled and ranked from those who do not believe that human trafficking is a

local problem to those who do. The same goes for proper training, in which the lower score will indicate no training and a high score will indicate more training. *Follow-up Interview.* This survey not only brought the researcher in contact with the entire law enforcement population in Missouri, but it also started the data collection process. Once the answers for the survey were collected, more in depth information was needed to fully understand where the law enforcement offices currently stood on the issue of human trafficking. The survey focused on attitudes and perceptions of human trafficking. It contained questions on any existing amount of awareness and training procedures related to human trafficking that the office believed to encompass among their officers. Most of the questions in the survey were close-ended, so not much in depth information could be obtained from this survey. The answers the administrators provided in the survey were then used to create questions for a follow-up interview, in order for the administrators to provide more information for the study.

Each subject that completed the survey was then contacted again to set up the follow-up interview. All of the interviews were conducted over the phone, because they did not take up much time, and the phone was the easiest method of contact for the officials. Each interview was catered to each subject's answers to their survey, but still consisted of similar questions between the interviews. This was a semi-structured interview. The researcher tried to keep each subject's questions similar to one another, so it would be easier to analyze, but some had different questions based on the answers for their survey. These interviews took place over the phone during October 2011. Each of the interviewee's answers was recorded by written notes, and the interviewees were informed of this recording technique. These follow-up interviews not only helped in obtaining more in-depth information for the questions in the survey, but also gave the

departments a chance to clarify their answers, such as if they wanted to include the human trafficking training and if it is possible to do so. This gave a better view point on how the law enforcement offices feel about addressing human trafficking, and if it is a job for local law enforcement to even take part in. Once these interviews were complete, a full analysis of the data was examined.

## CHAPTER 4 RESULTS

### **Introduction**

The data that was collected from the study was analyzed quantitatively and qualitatively to provide the most information possible. The study took over 2.5 months to complete with the researcher contacting the administrators of the police departments and sheriff offices, surveying the law enforcement administrators who willingly responded to be a part of the study, and then the follow-up interviews were conducted with those same officials. The information in this chapter includes the response rate, preparedness data, and comparisons to previous studies. The researcher will provide descriptive statistics and a statistical analysis, by way of a correlation and ANOVA test.

### **Descriptive Quantitative Statistics**

When the study first began, the entire population of law enforcement administrators, a total of 553 small, medium, and large Missouri law enforcement offices, was contacted by e-mail or fax. Fax was included, because some offices did not have an e-mail address. According to the *NPSIB* and researcher definition, small offices included jurisdictions of 20,000 residents and below, medium included jurisdictions of 20,001 residents to 50,000 residents, and large included jurisdictions of 50,001 residents and above. These jurisdictions were also not in only one area of the state, but across the state of Missouri. Out of the 553 administrators, 20, a 3.6% response rate, sent the completed survey back to the researcher. These 20 administrators consisted of 3 sheriff offices and 17 municipal police departments with populations ranging from the hundreds to 50,000 and above (Appendix E). Each administrator answered the Likert scale questions as to



their perception of their office's awareness level and type of training capabilities for the researcher to examine their perceived preparedness level to address human trafficking.

**Descriptive Frequencies.** The first part of the survey that was examined was descriptive frequencies regarding the awareness and training elements. The first set of 5 questions was about awareness, and most of the subjects considered themselves aware by agreeing with most of the statements. Only one municipal police department indicated high awareness by agreeing with a majority of the statements (See Appendix D for a list of the questions). Table 1 shows the mean of the answers of each question for awareness. Each subject's answers were totaled and the average and standard deviation was found to examine how aware the administrators believed their office was concerning human trafficking. The administrators believed their office was aware, it is important to be aware of the problem, their personnel was well-informed on human trafficking, and that it is a problem within the United States. The only statement the administrators disagreed with was that human trafficking is a problem within their jurisdiction.

Table 1 (Averages and Standard Deviation of Frequencies for Awareness by Question and Response)

	Dept. Awareness	Importance of Awareness	Officers Well-Informed	Problem w/in U.S.	Problem w/in Jurisdiction
Mean N = 20	3.5	3.85	3.0	3.85	2.1
Std. Deviation N = 20	.761	.587	.795	.875	.912

These five questions were then inserted into a Chronbach's Alpha analysis to test the reliability between the questions. The alpha coefficient of the five items was .783, and this means that the five questions have a relatively high internal consistency.

Table 2 shows the averages of the answers of each question for training in the survey. Each subject's answers for the two questions were totaled and the average and standard deviation was found to examine how the administrator perceived their office to be trained to address human trafficking. This table shows that the administrators believed that their office was not well equipped to address human trafficking with their current available training they have and training they may have received from the TVPA.

Table 2 (Averages and Standard Deviation of Training Questions by Response)

	Available Training	TVPA Training
Mean N=20	2.60	2.00
Standard Deviation N=20	.94	.562

These two questions were also inserted into a Chronbach's alpha test, and the alpha coefficient was .61. For these two questions, there was not a relatively high internal consistency.

Table 3 shows the descriptive frequencies of the awareness element of the surveys. For the questions concerning awareness 11 administrators (55%) either strongly agreed or agreed with the office being aware, 15 administrators (75%) either strongly agreed or agreed with the importance of being aware, eight administrators (40%) were neutral on well-informed officers, 13 administrators (65%) either strongly agreed or agreed with human trafficking being problem within the United States, and 16 administrators (80%) either disagreed or strongly disagreed with human trafficking being a problem within their jurisdiction. These frequencies also started the analysis of the awareness element in the survey. These analyses were used to test part of the hypotheses of the study, and those included:

[H1] the TVPA has not had much effect on the preparedness level of Missouri law enforcement. There are a few secondary hypotheses as well:

[H2] Missouri law enforcement offices lack an effective amount of awareness and training, total preparedness, to address human trafficking.

[H3] The law enforcement offices will not believe that human trafficking is a problem within their jurisdiction.

[H4] There is a positive correlational relationship between size of the jurisdiction and the law enforcement office's preparedness level.

[H5] There is a positive correlational relationship between awareness and training.

[H6] There are variances between where the organizations the law enforcement offices received their information on human trafficking

This analysis does not support the first part of hypothesis number two in which it is perceived that most law enforcement offices are not generally aware. The analysis does, however, support hypothesis number three, where law enforcement offices do not believe human trafficking is a problem within their jurisdiction. The subjects are aware of human trafficking as a problem within the United States, but not within their jurisdiction.

Table 3 (Frequencies of Awareness by Question &amp; Response)

	Department Awareness N(%)	Importance of Awareness N(%)	Officers are well-informed N(%)	Problem w/in U.S N(%)	Problem w/in jurisdiction N(%)
Strongly Agree N = 8	1(5%)	2(10%)	0	5(25%)	0
Agree N = 39	10(50%)	13(65%)	6(30%)	8(40%)	2(10%)
Neither Agree or Disagree N = 29	7(35%)	5(25%)	8(40%)	6(30%)	3(15%)
Disagree N = 19	2(10%)	0	6(30%)	1(5%)	10(50%)
Strongly Disagree N = 6	0	0	0	0	6(30%)

Training, on the other hand, is another story. While practically all of the administrators stated that they believed their office is somewhat aware of human trafficking, a majority believed that their office did not have the proper amount of training to address this issue. The statements within the survey that were concerned with the type of training the offices may have received inquired about the effectiveness of their training; two questions asked about the efficiency and if they have a sufficient amount of training. Table 4 displays these frequencies: 10 administrators (50%) either disagreed or strongly disagreed with their current training being the most effective

and 17 administrators (85%) either disagreed or strongly disagreed with having received a sufficient amount of training. This analysis supports the latter part of hypothesis two, which stated that Missouri law enforcement would not have effective or sufficient amount of training.

Table 4 (Frequencies for Training by Question and Response)

	Training is Most Effective N(%)	Received Sufficient Amount of Training N(%)
Strongly Agree (N = 0)	0	0
Agree (N = 4)	4(20%)	0
Neither Agree or Disagree (N=9)	6(30%)	3(15%)
Disagree (N = 22)	8(40%)	14(70%)
Strongly Disagree (N = 5)	2(10%)	3(15%)

Another statement discussed whether the law enforcement offices have received information from other organizations of the criminal justice system besides the TVPA, since it was shown that the TVPA did not influence the offices' level of preparedness. The law enforcement administrators could choose from a federal task force, government agency, non-government agency, other police department, own research, or none. Table 5 displays these frequencies. Out of the 20 administrators, two (10%) received information from a task force, two (10%) received information from a government agency, two (10%) received information from a non-government agency, two (10%) received information from other law enforcement offices, four (20%) conducted their own research, and eight (40%) did not receive much information on

human trafficking at all. This analysis also proves that the TVPA did not affect the training of Missouri Law Enforcement.

Table 5 (Level of Organization Frequencies for Sources of Training)

	Task Force N(%)	Government N(%)	Non-Gov't N(%)	Other Police N(%)	Research N(%)	None N(%)
# of Subjects	2(10%)	2(10%)	2(10%)	2(10%)	4(20%)	8(40%)

One final descriptive analysis was conducted to see how any training measures were implemented within the department. The choices given included the classroom, field work, both, other, or none. Table 6 displays these frequencies. Out of the 20 administrators, two (10%) received training through a classroom, 0 were involved in field work, one (5%) received training from both, two (10%) received training by another objective, and 15 (75%) received no training at all. A majority of the law enforcement offices have not received any of the types of training that were listed.

Table 6 (Type of Training Frequencies for Sources of Training)

	Classroom	Field Work	Both	Other	None
# of Subjects	2(10%)	0	1(5%)	2(10%)	15(75%)

With the level of preparedness analyzed based the types of training and information from the levels of the law enforcement offices have received, another descriptive analysis was also used to examine the size of the jurisdiction. Research has previously shown that the size of the jurisdiction will indicate how prepared the law enforcement office will be. The larger the

jurisdiction, then the more prepared the law enforcement office will be. A majority of administrators of the three categories of the jurisdiction size indicated same findings as the previous research. To examine this hypothesis, Table 7 shows the populations of the Missouri local level law enforcement divided into the small, medium, and large categories.

Table 7 (Frequencies of Respondents and Responses by Jurisdiction Size)

	20,000 and under N(%)	20,001-50,000 N(%)	50,001 and above N(%)
# of Subjects	14(70%)	3(15%)	3(15%)
# of Subjects who coincided with previous research	12(86%)	2(67%)	2(67%)

The first category included all of the populations at 20,000 residents and below. In the second category, the populations range from 20,001 residents to 50,000 residents. The third category consisted of 50,001 residents and above. In the lowest increment, 0 to 20,000, 12 (86%) out of the 14 jurisdictions coincided with the previous research of the size of the jurisdiction indicating whether they have an effective amount of preparedness to address human trafficking. The one subject that does not coincide with previous research or the interview answers is a municipal police department with a jurisdiction of 782, who believes to be aware of human trafficking. This subject has the lowest population in the entire group. In the second increment, 20,001 to 50,000, the two (67%) out of three jurisdictions have a decent amount of awareness, yet lack an efficient amount of training. In the third increment, 50,001 and above, two (67%) out

of the three jurisdictions coincided with the research, even though this is a larger population group.

### **Correlation Analysis**

Another quantitative analysis involved different variables being related to each other. Before any of the variables or elements could be tested for a possible relationship, all of the survey questions were examined to see if they have a relationship with each other (Appendix F). A correlation analysis is a statistical test used to define the measurement of the relationship between the two variables (Gravetter & Wallnau, 2009). This hypothesized relationship, however, did not mean that one variable would cause the other, but if one of them were present, then this analysis would show how likely the other variable would be present as well; when one variable in an event increases or decreases, another variable could increase or decrease alongside with it.

**Entire Survey Correlation.** For the first correlational analysis, each subject's answers for each question were totaled into an additive index to create a total value for each question (A list of questions can be found in Appendix D). For examining the relationship between the survey questions, a one-tailed analysis was conducted, since a negative total for the answers was not possible, to see if there was a significant positive relationship between any of the questions. At the .01 alpha level there was a significant positive relationship with a correlation coefficient of .648 between importance of awareness and department awareness, officers are well informed and department awareness with a correlation coefficient of .609, human trafficking being a U.S. problem and department awareness with a correlation coefficient of .672, officers are well informed and importance of awareness with a correlation coefficient of .677, human trafficking



being a U.S. problem and importance of awareness with a correlation coefficient of .569, and current available training and officers are well informed with a correlation coefficient of .563. At the .05 alpha level, there is a significant positive relationship between receiving training from the TVPA and current available training with a correlation coefficient of .160.

**Awareness vs. Training Correlation.** After the entire set of survey questions was examined for correlation relationships, a few elements of the study were combined to examine any other possible relationships. For the first two possibly related variables, it was believed that being more aware of the issue of human trafficking would be related to the amount of the types of training the law enforcement offices had. To see if this statement was true, a correlation analysis was applied to these two elements. For this study, ordinal level elements of awareness and training totals have been paired together to form the dependent variable of preparedness, but the two should be analyzed to see if they have a significant relationship, so a correlation analysis was applied to these two elements. For the element of awareness, questions 1 through 5 were combined into an additive index to create a total awareness value. For the element of training, questions 6 and first part of 7 were combined to create the total training value. Type and level of training were not included since they are categorical variables.

Before the analysis was conducted, it was determined that this would be a one-tailed analysis, since a negative amount of awareness or training was not possible. After all these factors were tabulated, the results and graph (Appendix G) showed the correlation coefficient between awareness and training was .285. This means there is a moderate positive relationship between awareness and training, but it is not statistically significant.

**Population vs. Preparedness Level Correlation.** Another correlation analysis (Appendix H) that was conducted involved the size of the jurisdiction and the level of preparedness. The descriptive statistics had shown this mainly to be true, except for the smallest jurisdiction that was surveyed. The analysis showed there is not a significant positive relationship between the population and the level of preparedness with a correlation coefficient of  $-.275$ , but it is not statistically significant.

### **ANOVA Analysis**

Another statistical analysis, besides correlation, can also be applied to the survey. As the survey and interview results pointed out earlier, most of the law enforcement offices of this study were not familiar with the TVPA. Despite not knowing about this piece of legislation, most of the law enforcement offices had a decent amount of awareness on human trafficking. The question that forms now involves how these offices received their information and/or training. One of the questions within the survey inquired about what level of training they received by offering five choices that are involved in anti-human trafficking measures. These choices included federal task forces, governmental agency, non-governmental agency, other law enforcement office, and own research. While most of the offices answered with one of these choices, a few wrote that none of the choices applied to them. The next step in this analysis was to see if any of these six ways had more of an effect on the law enforcement than the others. Because there were six categories, including those administrators that indicated none of the categories applied to them, ANOVA analysis was conducted to see if there was any significant variance between the groups.

With this other analysis taking shape, the critical value at .05 was 2.96. The analysis (Appendix I) showed that there was no significant effect of the level of training on the preparedness level [ $F(5, 14) = 2.126, p = .76$ ]. Since there was not significance then no post hoc tests were needed.

Since there was no significant variance and no significant differences between the levels of training, another ANOVA test was conducted. This test focused on how each population size category answered the questions in the survey. With research showing that the size of the jurisdiction affects the law enforcement offices' preparedness level, the researcher wanted to examine if the same thing was true when they answered the questions. The population size categories were created by the categories listed in Chapter 4, and these included 20,000 and under, 20,001 to 50,000, and 50,001 and above. A one-way between subjects ANOVA test was conducted to compare the effect of the jurisdiction size on the answering the survey questions (Appendix I). The results showed that there was no significant effect of the jurisdiction size on the department awareness [ $F(4, 15) = .907, p = .19$ ]. There was not a significant effect of the jurisdiction size on the importance of personnel awareness [ $F(4, 15) = 2.391, p = .39$ ]. There was not a significant effect of the jurisdiction size on officers being well-informed [ $F(4, 15) = .666, p = .16$ ]. There was not a significant effect of the jurisdiction size on human trafficking being a U.S. problem [ $F(4, 15) = .310, p = .08$ ]. There was not a significant effect of the jurisdiction size on human trafficking being a problem within the jurisdiction [ $F(4, 15) = .919, p = .20$ ]. There was not a significant effect of jurisdiction size on the training available [ $F(4, 15) = .521, p = .12$ ]. There was not a significant effect of jurisdiction size on the training from the TVPA [ $F(4, 15) = .263, p = .07$ ].

**Interview Results.**

When the survey was completed, the follow-up interviews were scheduled to discuss the results from the survey questions. When the Missouri law enforcement administrators were first contacted about the study, they were told that an interview would take place after all of the surveys had been collected in order to achieve more in depth information for the study. From those that completed the survey, only 12 (60%) completed the follow-up interview. The questions were based on each administrator's answers, but similar themes progressed throughout the interviews, and they included TVPA awareness, prioritizing responses to crime, receiving training, and improvements to training.

**TVPA Awareness.** Possibly the most important question asked of the officials was if they had even heard of the TVPA before this study. All but one had denied of having any knowledge of the TVPA (95%), but some administrators had stated that they researched the legislation after the researcher had sent them the first e-mail.

**Prioritizing Responses to Crime.** With a majority of the law enforcement offices stating their lack of knowledge about the TVPA, the questions in the interview then focused on if human trafficking was a priority within their office. One of the other big questions that needed clarification was why did the officials believe that their offices were not fully prepared to handle human trafficking. Some offices answered by believing that they did not have a cohesive effort to have their officers informed on the issue. Basically, if the officers wanted to know about human trafficking, then they did individual research or received information from other departments. Another indication of the lack of preparedness the study provides is that many of the offices stated that human trafficking is not as prevalent of an issue compared to other crimes

their office addresses. A chief of a municipal department with a jurisdiction of 76,000 people stated, “We need to focus on the more prevalent issues within the jurisdiction before moving to others, but we still need to be aware of the less prevalent issues in order to identify them if and when they happen.” Some of the administrators, however, listed organizations their offices are involved with for receiving information, and they include St. Louis County Academy, Police Legal Sciences, Immigration and Customs Enforcement (ICE), and Missouri Southern University.

**Receiving Training.** The interview then went into why the administrators believed that their office does not currently have effective training to address human trafficking. A reason that the training aspects may not be as high as they should is that human trafficking may just be a brief overview during a training session on an adjacent issue or they may not cover human trafficking at all. It may again go back to the prioritizing the crimes as well. An example was given by a chief of a police department with a jurisdiction of about 17,000 people, in which the officers are trained on how to address adult abuse cases. He stated that human trafficking was briefly included in the training by describing women being held against their will. When domestic abuse training was covered, the administrator stated that human trafficking was only discussed in the most generic of terms. Training is available in Missouri, but many of the administrators have stated that they are not one hundred percent certain it is effective, since human trafficking is not a priority within the jurisdiction.

**Improvements of Training.** The final question in both the survey and interview focused on how the administrators would want to improve their training endeavors for the future, since the training capabilities were seen as very low. If the administrators did not want any future

training improvements, then they did not have to supply an answer. A few of the answers given were video in-service training, a one day conference, and more information from other departments. Some other suggestions included a post-certified class provided by federal agencies, community awareness meetings, patrol roll-call information, in-service training with guest speakers, and seminars.

## CHAPTER 5 DISCUSSION

This study has supported some of the literature in the research concerning the gap between legislation intentions and anti-trafficking preparedness measures. Many of Missouri's law enforcement have yet to be prepared to fully tackle this issue. This research, however, is just one study on this subject, so there were some problems. More research needs to be done on this topic. This research is not only needed in Missouri, but also across the United States, so one can truly see and compare local law enforcement across state lines on being able to identify human trafficking. This final chapter will sum up what the previous chapters have conveyed, and it will hopefully lead to other research studies, like this one, that are of better quality and provide a multitude of answers to this problem. For this chapter, an evaluation of the research methods will be discussed, followed by the limitations, then comparisons to previous research, additional research and improvements of the TVPA, and a conclusion.

### **Threats to the Study**

**Data Collection.** Before the research even started, problems could already be seen. These were typical, self-administered and voluntary problems that could be overcome. The first problem was contacting all of the municipal police departments and sheriff offices in Missouri. Some of the e-mail addresses were listed on websites, but some offices had to be contacted by phone in order to receive them. Some of the offices did not even have an e-mail address, so the second best thing was to send the study information by fax. Then there were a few municipal police departments that were shut down because of the small size of the town. Once the contact

information was gathered, sending out the study information ran into a little challenge. Some of the e-mails were returned by the server since the e-mail address did not exist. Those offices were contacted for the correct address and were sent the information again.

The other self-administered problem involved testing because the offices did know what the researchers are looking for, so that may affect their answers. The administrators knew that the researcher wanted to know how well aware and trained the office was on the issue of human trafficking. The administrator could have manipulated the answers in order make the office look like a very prepared office, and this would have skewed the analysis greatly. How this was solved included not revealing every aspect of what the researchers were studying. The questions focused on how the departments feel about human trafficking and what they know about it.

The next set of problems was not noticed before the research started. The offices that volunteered to be a part of the study responded to the e-mails or faxes, so then it was time to schedule the follow-up interviews. The problem that happened here was trying to get the law enforcement official who took the survey on the phone. These are busy men and women in the field they work in, so having a ten minute conversation with one was difficult to overcome. Some returned the calls immediately, while others had more understandable emergencies. All of the needed information was collected and analyzed within a reasonable amount of time. No research study is perfect, and all can use improvements.

**Response Rate Limitations.** This study, like others, will also have its limitations. One threat to validity could include selection, since only the sheriff and municipal departments are examined. This could be seen as bias, since other types of local law enforcement could be addressing the problem as well. For the study to not have this threat, all types of local law



enforcement in Missouri should be examined, but this may not be possible. The study focused on first responders, and those included the municipal police departments and sheriff offices when there was not a municipal police department within the city. Missouri State Highway Patrol could have been included since they have primary jurisdiction over the highways since traffickers use the highways to transport their victims, but the victims may not be seen as well than when they are actually working for the trafficker. Federal law enforcement could also have been looked at that have satellite offices within Missouri, but again they are technically not first responders to crime. Human trafficking is a federal crime that is currently being addressed by Federal law enforcement, so the study wanted to focus on the local level to examine if local level law enforcement are not as involved in assisting in the anti-trafficking efforts as one would hope.

Another limitation involved the response rate, since not all of Missouri's law enforcement was included. A total of 3 sheriffs and 17 municipal offices responded to the study. Using the entire population did not hinder the response rate, because the entire population was asked to be involved in the study. The issue with the response rate concerns non-response bias. This occurs when subjects choose not to respond to a survey, and this is known as unit non-response (Berg, 2002). This is seen as a problem for the survey, because most of the administrators who responded were from jurisdictions with population sizes 20,000 or below. The larger populations were not represented equally, and they may have different characteristics than the smaller jurisdictions. The sample size depended on those offices that voluntarily contributed to the study. The similar study conducted in Kansas only had a sample size of 17. This was another problem that was seen at the beginning of the study. Since the previous study had such a small response rate, all of the offices were contacted instead of doing a random

sample. If offices were randomly sampled, that could have reduced the response rate even more. Choosing the random sample method does not guarantee that those subjects would be involved in the study. The researcher did not want to take the risk of having an even smaller response rate.

This rate also was not the best for effective research. For research to be truly accurate, it is best to have a somewhat large sample size or response rate. The small response rate limited the statistical test options and the results of those tests. Only two main statistical tests were conducted, and the results could have possibly not represented the entire state of Missouri. The small response rate could have skewed the results, and this would not be totally accurate.

### **Results Explained**

Despite the complications, the results of the study did reveal some evidence of where the Missouri law enforcement currently stand today on addressing the issue of human trafficking. Focusing on the level of preparedness by examining the elements of the awareness and training gave the researcher a view on how accurate previous literature on local law enforcement awareness appears to be and if the data supported the study's hypotheses. This data also gave the researcher information on the training as well. If the department did believe that human trafficking was not that big of a deal within their jurisdiction, this could imply that very little to no training has taken place, or they could have been trained and accurately assessed the problem. If the office believed that human trafficking resides in their community, then either training may have been provided and they are currently addressing their human trafficking issue, or nothing is currently being done about the problem, since the offices may not have the right information or guidance to achieve the efficient amount of training.

**Perceiving Amount of Awareness and Training.** Many of the administrators believed their office to be aware of the human trafficking issue, yet they lacked an efficient amount of training to address human trafficking. Because of this result, it did not support the first part of hypothesis two about the offices lacking awareness, but it did support the latter part of hypothesis two about the offices lacking an efficient amount of training. When the descriptive statistics, averages of the answers to the questions and frequencies of awareness tables, were examined for each question of the survey, a majority answered that they perceived to be aware of the problem within the United States, except for perceiving the problem taking place within their own jurisdiction. This could possibly support the first scenario listed above about not believing human trafficking is a problem within their jurisdiction. The correlations of the entire survey also showed that majority of the law enforcement offices are aware of this issue. This analysis showed common sense correlations between the statements of importance of awareness and current belief of awareness within the office and the statements of belief of human trafficking being a problem within the United States and departmental awareness.

Despite the administrators of the law enforcement offices believing to be generally aware of human trafficking, they still lack the training methods necessary to address human trafficking. The descriptive frequency tables show that out of the two questions a majority of the offices disagree with the effectiveness and sufficiency current training measures. This means that the administrators do not believe that they have the necessary training procedures within their offices in order to be able to address human trafficking. In fact, the type of training and level or organization frequencies showed that 8 offices have not received any information from the list of levels of training, and 15 offices have not participated in any of the types of training for human

trafficking. The ANOVA analysis also showed that even though 15 of the offices did not participate in any of the levels of training, there was not much variance between the preparedness levels for each level of training. This result did not support hypothesis number six, which stated that there would be a variance between the six categories. The interview and survey also showed that 95% of the administrators were unaware of the TVPA. The administrators either explained that they had not heard of this law or that it was one that was not a priority within their jurisdiction. When comparing the TVPA against the organizational levels, the results showed currently the TVPA or other organization types have somewhat of the same impact on the preparedness level for anti-human trafficking measures. This analysis means that the data does not support hypothesis number one which stated the TVPA was less likely to influence the level of preparedness against other criminal justice organizations

**Priority Level.** Once the results showed that the administrators believed to be aware of human trafficking, yet not effectively trained on the issue, the researcher needed to examine what was the reason behind this. During the follow-up interviews with the law enforcement administrators, one of the questions asked was why they believed the statements in the survey of not being fully aware or trained to address human trafficking. A majority of the officials commented that human trafficking did not surface very often within their jurisdiction, so it was not a priority compared to other crimes they dealt with currently. In short, the findings of this study are very similar to previous research. The findings from Clawson, Dutch & Cummings (2006) revealed that a majority of the jurisdictions surveyed did not believe that human trafficking is prevalent within their area, reflected in the current study.

**Size of Jurisdiction.** Another finding in previous research concluded that the size of the jurisdiction affected the preparedness level of the law enforcement office (Farrell & McDevitt, 2008). The ANOVA test comparing the size of the jurisdiction to how the law enforcement offices answered the questions showed that there was no significant effect, however. This means that it does not matter what the size of the jurisdiction may be in Missouri when it comes to perceiving if the office is prepared to address the issue. The smallest population within study even believed they were aware of human trafficking, even though Clawson, Dutch & Cummings (2006) showed within their results that a majority of the jurisdictions surveyed believed that human trafficking is a part of the larger areas within the United States. This awareness that spread across the populations could help in training any population size within Missouri and other states across the nation. At least the jurisdictions have a general idea of human trafficking and receiving more information on the issue can only improve their preparedness level for the future. Besides the ANOVA test, the correlation analysis of population versus preparedness also showed there was a moderate positive relationship between the two elements, but it was not statistically significant. This means there might be a relationship between population and preparedness, but currently, in the state of Missouri, there is no statistical evidence to prove the fact.

Looking at the descriptive frequencies between the two elements, however, the results showed that a majority of the subjects with the lower populations are not efficiently prepared to address human trafficking. The population, however, is not a sole indicator of the level of preparedness. The city with the smallest population is somewhat a contradicting factor. With it having the smallest population, this town should have low perceptions of human trafficking

according to the previous research. This study has shown otherwise with this town's police administrator believing to at least being aware of human trafficking. This town had the smallest jurisdiction, yet the administrator believed that they had a decent amount of awareness of human trafficking. The reason could be that this jurisdiction is near a more populated area that has come into contact with human trafficking. Because of this factor, they may have been affected by a few incidents of human trafficking that came from the more populated area, but the administrator did not go into detail about these possible factors. With these mixed results, there is no conclusive evidence for hypothesis number four. This might be caused by the fact that a majority of the larger populations were not involved in the study, and the results may have been skewed because of this.

**Direct Responsibility.** Previous research has also shown that law enforcement offices believe they do not have a direct responsibility with investigating human trafficking (Wilson, Walsh, & Kleuber, 2006). The local level law enforcement instead possibly sees human trafficking as the federal level law enforcement's issue, since it is a federal crime. Local law enforcement, however, are involved in assisting with investigating multiple federal crimes, such as kidnapping, as well as local level crimes. These officers may not have a direct responsibility with human trafficking, but they still can be effective in helping the victims by assisting the federal agents, just like with kidnapping cases.

With local law enforcement believing they are not responsible in addressing human trafficking, one can wonder how any human trafficking incidents have been identified. A lot of human trafficking incidents are hidden by adjacent crimes, such as prostitution, which possibly makes it more difficult to identify on routine police activities. When addressing any crimes that

could be linked to human trafficking, an officer should be examining the area for any signs of human trafficking.

Compared to previous research, some of the law enforcement officials surveyed in this study that have directly addressed human trafficking stated that the incident surfaced through routine patrol duties that were being conducted. One such official was the Chief of a municipal police department responsible to 26,000 residents, “We have hotel interdiction team that is very aware of the issue of trafficking. One thing that can tip them off is when the UPS truck delivered a shipment of 2000 condoms. This says this is a huge operation. This and other types of trafficking appear about 3 or 4 times a year.” Previous research has shown how well hidden this crime can be, so any level of police need to be looking for indicators of human trafficking, like the jurisdiction with 26,000 residents and their hotels, whenever it has a possibility of surfacing.

**Legislation.** One final comparison measure involved one of the variables of this study, legislation. According to previous research, local law enforcement were questioned as to how familiar they were with the TVPA and its 2003 reauthorization, which called more local law enforcement into action to address human trafficking. Not only did local law enforcement lack a general awareness of human trafficking in this previous research, but they also lacked awareness of the legislation used to address the issue. This was to be expected, however. If a crime or issue in society is not known about, then the legislation used to criminalize the behavior will not be known about as well. This was the same for this study. Only one subject was familiar with the TVPA when this study began. Some even had to ask what the TVPA was about. One benefit of this study and these questions asked by the administrators, however, was that some of the law

enforcement offices researched the TVPA when they completed the survey. At least the survey started some awareness on the TVPA.

### **Policy Implications**

Results have shown that Missouri local law enforcement are aware of human trafficking, yet they may not be able to effectively address it because of their priorities, size of their jurisdiction, lack of responsibility to address it, and not aware of the current legislation for anti-trafficking measures. These are all what the administrators believed as to why they have not addressed many human trafficking cases. With this entire negative outlook, why would there be any current policy implications on the matter? This lack of preparedness has led to some inefficient policy trends within the offices, so some improvements need to be made.

**Current Policy Trends.** The results from this study has not only shown how possibly unprepared the Missouri law enforcement offices are in addressing human trafficking, but also showed what is currently being done to address this issue. The main possible reason for not having an effective policy on human trafficking is the administrators believed that human trafficking is not a priority. The prioritizing of crimes within the jurisdictions also leads to not having a set of protocols to address human trafficking. Each city, county, and state have their own most prevalent crimes within their jurisdiction based on their population size and number of crime incidents, so they have a priority list on what to address first and foremost. Some of these most prevalent crimes include high drug and alcohol problems, prostitution, or traffic violations. With these lists, human trafficking gets pushed aside. Each office has their own agenda, but at least learning the basics of what to look for in human trafficking can help those involved in this well-hidden crime.



Previous research has shown that most local law enforcement that has identified human trafficking, however, has done so during routine police activities without any set protocols. These activities include patrol, tips, calls for service, and other investigative measures. Identifying through routine procedures has shown that human trafficking can be well hidden, so any level of law enforcement need to be looking for indicators of human trafficking when they are on duty.

**Policy Improvements.** With the law enforcement offices stating that they were not prepared to address human trafficking because of their priority level or not aware of the TVPA, then some improvements are needed. Beginning with the TVPA, it has become a beneficial piece of legislation that has brought human trafficking out into the open, but as it is only a few years old it still is in need of improvements. The TVPA has gone through three reauthorizations, however, in order to improve its goals. The reauthorizations are used to address the problems the original legislation had, such as loopholes traffickers could possibly use to get out of being prosecuted. The loopholes and other problems are still present, however.

When law enforcement come across a human trafficking case, one of the problems seen involves the identified victims being treated like criminals if they are involved in adjacent crimes or are foreign immigrants. If they are immigrants then they may have just been smuggled in. No matter which, they both have to go through ICE. In this study, a city with an estimated population size of 26,000 residents stated that ICE was not a team player. For trafficking victims, ICE may not treat them with the utmost care, even though they are victims. They have to go

through a harsh process by ICE in order to feel safe and secure from the people that exploited them. If prosecution of the traffickers and protecting the victims became the priority over immigration standards of the victim, then the courts could possibly convict more traffickers. Other improvements can help benefit the victims as well.

To improve the prevention and protection aspects of the TVPA, the police's lack of awareness and inability to identify a majority of the victims needs to be analyzed. Local law enforcement is usually the first to come across human trafficking, and they may not be totally aware of this crime. They may have dealt with human trafficking in the past few years, but did not realize it, because the adjacent crimes may have been more prominent, so they need to dig deeper to get to the core crime (Stolz, 2010). One of the improvements research suggests is more collaboration between local and federal law enforcement for investigative and prosecution purposes.

This would take place would start with meetings between the administrators of local and federal law enforcement to discuss the plans for the collaboration. The plans should include when a local law enforcement officer identifies a human trafficking case, they would contact their local satellite federal office and ICE if foreign immigrants are involved. Once the contacts have been made, the Federal law enforcement would not just take over, but instead work with local level to have a more efficient investigation.

More successful investigations have happened with this collaboration in place (de Baca, 2002; Wilson & Dalton, 2008). Without collaboration, plans and other law implementation elements could overlap and cause more problems than law enforcement began with. Some collaboration is already in place by way of the U.S. Department of Justice funding and creating

42 federal task forces that incorporate the involvement of local law enforcement (Pollock & Hollier, 2010). In fact, the Human Trafficking Rescue Project in Kansas City, MO is one of the top task forces in identifying human trafficking cases. These are the specialized law enforcement groups Gallagher & Holmes (2008) and Stolz (2010) brought up in their research. The task forces' sole purpose is to investigate human trafficking crimes. They have organization, empowerment, and funding to efficiently handle the human trafficking cases. These task forces also coordinate with local law enforcement to be prepared to apprehend traffickers. Being trained effectively in how to quickly and accurately identify the victims, immediately remove them from harm, and provide protection to them has been highlighted throughout this paper, and is very important for the study. Some examples include looking behind the ruse of actual businesses such as nail salons, massage parlors or family restaurants to make sure that the employees are not being exploited; officers knowing the basics of human trafficking; and officers not treating the victims as criminals if they were forced to participate in adjacent crimes.

With this improvement to the TVPA, making sure the officers receive information on the TVPA is also important. With the 2003 reauthorization failing to improve the involvement of the local law enforcement in responding to human trafficking, how the officers know about the TVPA needs to be addressed. This suggestion goes back to collaboration efforts. The Federal law enforcement would possibly have meetings with or memos sent to the administrators of local level law enforcement about the changes or any new legislation on human trafficking. Once the information is accepted by the administrators, they will then pass it on to their personnel through meetings. Collaboration has shown to help bring justice to the traffickers, so why would it not help in informing the personnel addressing the issue?

**Set Protocols.** Another improvement concerning policy deals with procedures within the law enforcement office. Previous research and this study stated that with human trafficking not being a priority within their jurisdictions, there was not a need for protocols to address the issue. Evidence shows, however, those offices that have come across human trafficking have done so through routine procedures. To improve the protocol stand point, having a list of indicators and who to call to collaborate with if a human trafficking incident is identified should be available to the officers in order to improve awareness and training measures. This list could be posted in a roll call room or given to the officers to file or store properly.

### **Future Research**

Improving the TVPA and necessary procedures are not the only avenues that need to be taken for future research, each state also needs to be examined separately to see what their local law enforcement are currently doing to become more of an anti-human trafficking state. Researchers need to examine if legislation is used to promote awareness and types of training, or if a certain level of organization is taking on that endeavor. What this study has shown is that research has and is currently being conducted on this aspect of anti-human trafficking, so hopefully, the study can influence other states to do the same as well.

This research could also lead to creating additional training workshops, like the Department of Homeland Security. These workshops could have a program law enforcement offices could go through in person or through videos. Other training procedures could involve the officers attending conferences on human trafficking in order to receive information on the issue if the jurisdiction feels that human trafficking has yet to surface within their area. With the law enforcement offices listing out possible training avenues they would like to participate in for

anti-trafficking measures, a study could be conducted where groups of law enforcement officers use different training measures to examine which type of training works best. This way the same type of training could be administered across the state.

### **Conclusion**

To conclude, this study has been very beneficial to not only human trafficking research, but also to law enforcement administration research to lower the number of the unidentified human trafficking victims within the United States. It has brought attention to the problem at hand by increasing the awareness for the participants, addressed previous literature on the issue on human trafficking and police training, discussed how the study was conducted, analyzed the results, and discussed the meaning of the results and future improvements. This study was needed for future human trafficking efforts. Research is needed not only to test new policies, but also see where the current enforcement stands and how it can improve. This study will help in that measure to make Missouri a better anti-trafficking state, and to show what still needs to be done to reach that level.

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## Appendix A

### Human Subjects Approval



Human Subjects Protection Program  
Wood Edwards 1800  
Warrensburg, MO 64093  
Office 660-543-4627  
Fax 660-543-4773  
www.ucmo.edu

8/25/2011

Natasha Sheldon  
112 NW Redwing Dr.  
Lee's Summit, MO 64063

Dear Ms. Natasha Sheldon,

Your research project, "Effect of the Trafficking Victims Protection Act on the Training of Missouri Law Enforcement", was approved by the Human Subjects Review Committee on 8/24/2011. This approval is valid through 8/24/2012. Your informed consent is also approved until 8/24/2012.

Please note that you are required to notify the committee in writing of any changes in your research project and that you may not implement changes without prior approval of the committee. You must also notify the committee in writing of any change in the nature or the status of the risks of participating in this research project.

Should any adverse events occur in the course of your research (such as harm to a research participant), you must notify the committee in writing immediately. In the case of any adverse event, you are required to stop the research immediately unless stopping the research would cause more harm to the participants than continuing with it.

At the conclusion of your project, you will need to submit a completed Project Status Form to this office. You must also submit the Project Status Form if you wish to continue your research project beyond its initial expiration date.

If you have any questions, please feel free to contact me at the number above.

Sincerely,

A handwritten signature in black ink that reads "Janice Putnam Ph.D., RN".

Janice Putnam Ph.D., RN  
Associate Dean of The Graduate School  
putnam@ucmo.edu

cc: Dr. Lynn Urban

## **Appendix B**

### Warning Letter

Dear (name of law enforcement official),

You have been selected for an upcoming survey. The purpose of this survey is to collect data on the amount of awareness and training Missouri law enforcement have concerning the crime of human trafficking and will take just 5-10 minutes. The questions provided will be based on experiences as officers of the law at your agency. The survey is voluntary, but your participation would be invaluable in assisting victims of human trafficking. Please expect the arrival of the survey in the next few days, and once completed please return to the following e-mail address, [sheldon@ucmo.edu](mailto:sheldon@ucmo.edu), by October 3, 2011.

Sincerely,

Natasha Sheldon  
Graduate Student  
University of Central Missouri

## Appendix C

### Cover Letter

Dear (name of law enforcement official),

Attached is the survey about the awareness of human trafficking in Missouri, and if Missouri law enforcement are efficiently trained to handle this problem that you were notified about on Friday. Again, this study is totally voluntary. All the information on how to complete the survey is included in the attachment. Also attached is a consent form for your participation. If you could print that off, sign and mail to the following address:

University of Central Missouri  
Department of Criminal Justice  
Attn: Natasha Sheldon  
Humphreys 300  
Warrensburg, MO 64093

If you wish to participate, an interview will be set up once the surveys have been collected. This interview will either be conducted over the phone or face-to-face, and will take roughly 30-minutes to complete. This interview is only used to obtain a little more in-depth information on your survey answers for the study. The information you provide for both the survey and interview will remain confidential in a locked drawer within the Department of Criminal Justice.

Your expertise is highly important for this study. Once all the data has been analyzed, your department will receive all the results that were found from the other departments that were involved. You could not only be a part of research for criminal justice in Missouri, but also future research for the nation.

Thank you in advance for your time,

Natasha Sheldon  
Graduate Student  
University of Central Missouri

## Appendix D

### Survey

The Department of Criminal Justice at the University of Central Missouri is conducting a study to assess the impact of the Trafficking Victims Protection Act on law enforcement knowledge of human trafficking as well as training opportunities. The Criminal Justice Department will use the information collected to identify the extent of law enforcement knowledge and training for human trafficking in the State of Missouri and share this information with all law enforcement agencies in the State.

This survey should take about 5 – 10 minutes to complete and is absolutely voluntary. You may skip any questions you do not wish to answer. If you have any questions or concerns regarding the survey or the use of the results, please contact Dr. Lynn S. Urban ([urban@ucmo.edu](mailto:urban@ucmo.edu); 660-543-4951). When the survey is completed please return it to the following e-mail address, [sheldon@ucmo.edu](mailto:sheldon@ucmo.edu). Please also send an e-mail to the same address if you do not wish to participate.

Thank you for your participation.

Natasha Sheldon  
Graduate Assistant, Department of Criminal Justice

All of the questions below are based on the definition of human trafficking provided by the Trafficking Victims Protection Act: “the recruitment, harboring transportation, provision, or obtaining of a person for labor or services, through use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt, bondage, or slavery.”

Indicate how much you agree or disagree with the following statements:

1. My department is very aware about the crime of human trafficking.

Strongly Agree    Agree    Neither Agree or Disagree    Disagree    Strongly Disagree

1a. Please list all of the ways your department has learned about the crime of human trafficking.

2. It is important for personnel in my department to be aware of the crime of human trafficking.

Strongly Agree    Agree    Neither Agree or Disagree    Disagree    Strongly Disagree

3. The officers in my department are well informed about the crime of human trafficking.

Strongly Agree    Agree    Neither Agree or Disagree    Disagree    Strongly Disagree

4. Human trafficking is a serious problem within the United States.

Strongly Agree   Agree   Neither Agree or Disagree   Disagree   Strongly Disagree

5. Human trafficking is a serious problem within my jurisdiction.

Strongly Agree   Agree   Neither Agree or Disagree   Disagree   Strongly Disagree

6. The training this is currently available in my department is the most effective way to combat human trafficking.

Strongly Agree   Agree   Neither Agree or Disagree   Disagree   Strongly Disagree

7. My department has received a sufficient amount of training on human trafficking through the Trafficking Victims Protection Act (TVPA).

Strongly Agree   Agree   Neither Agree or Disagree   Disagree   Strongly Disagree

7a. Please circle all of the sources that have provided training for the department besides the TVPA:

Manual

Governmental Agency

Federal Human Trafficking Task Forces

Non-Governmental Agencies

Other Police Department: \_\_\_\_\_

Other: \_\_\_\_\_

8. Please indicate how the TVPA training procedures were implemented.

Classroom

Field work

Both

Other

None

9. What training procedures would you like to incorporate in your department to combat human trafficking?

**Appendix E**

Map of Respondents





## Appendix F

### Entire Survey Correlation

	Dept. Aware	Importance of Awareness	Officers Well-Informed	Problem w/in U.S.	Problem w/in Jurisdiction	Available Training	TVPA Training	Population
Dept. Aware								
Importance	.648*							
Well-Informed	.609*	.677*						
U.S. Problem	.672*	.569*	.303					
Jurisdiction Problem	.379	-.069	.073	.547				
Available Training	.221	.172	.563*	-.013	.049			
TVPA	.123	.160	.354	.107	.0	1**		
Pop.	-.186	-.005	-.042	-.241	-.057	-.190	-.093	

\* indicates significant positive relationship at .01 alpha level

\*\* indicates significant positive relationship at .05 alpha level

**Appendix G**

Awareness/Training Correlation Analysis

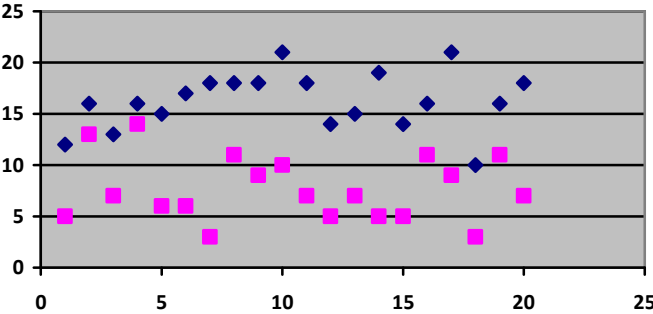
**Data Set**

Awareness	Training
12.00	4.00
16.00	6.00
13.00	4.00
16.00	4.00
15.00	5.00
17.00	4.00
18.00	2.00
18.00	4.00
18.00	6.00
21.00	4.00
18.00	5.00
14.00	4.00
15.00	6.00
19.00	4.00
14.00	4.00
16.00	6.00
21.00	6.00
10.00	2.00
16.00	4.00
18.00	5.00

**Pearson Correlation**

		Awareness	Training
Awareness	Pearson	1	.285
	N	20	20

**Awareness/Training Correlation Graph**



### Appendix H

#### Population/Preparedness Correlation

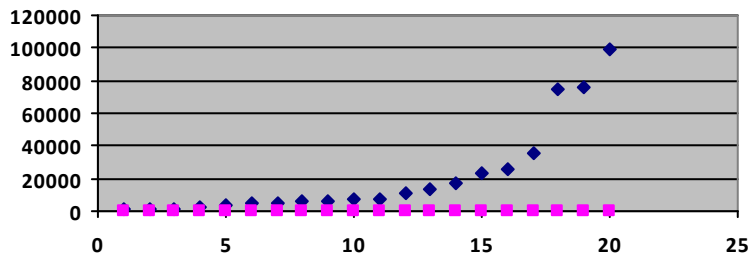
##### Data Set

Population	Preparedness
782	22
989	21
1374	24
2370	20
3697	27
4316	21
4989	22
5891	20
6631	23
7051	16
7777	18
10770	17
13924	23
16905	18
22749	22
26063	23
35046	20
74767	23
76063	25
98831	12

##### Pearson Correlation

		Awareness	Training
Awareness	Pearson	1	-.275
	N	20	20

##### Population/Preparedness Chart



**Appendix I**

## Anova Test

Preparedness Level	None	Own Research	Police	NGO	Government	Fed Task Force
	20/400	21/441	24/576	22/484	22/484	20/400
	21/441	23/529	17/289	27/729	25/625	22/484
	23/529	23/529				
	16/256	23/529				
	18/324					
	18/324					
	20/400					
	12/144					
	T: 148	T: 90	T: 41	T: 49	T: 47	T: 42
SS: 80	SS: 3	SS: 24.5	SS: 13.5	SS: 4.5	SS: 2	

**ANOVA: Variances Between Organization Type and Preparedness Level**

	df	F
Between Groups	5	
Within Groups	14	2.126
Total	19	

**ANOVA: Variances Between Size of Jurisdiction and Survey Response**

		SS	df	F
Dept. Aware	Between Grps	.167	2	
	W/in Grps	10.833	17	.131
	Total	11.00	19	
Aware Importance	Between Grps	.193	2	
	W/in Grps	6.357	17	.258
	Total	6.550	19	
Well-Informed	Between Grps	.405	2	
	W/in Grps	11.595	17	.297
	Total	12.000	19	
U.S. Problem	Between Grps	.288	2	
	W/in Grps	14.262	17	.172
	Total	14.550	19	
Jurisdiction Problem	Between Grps	.205	2	
	W/in Grps	15.595	17	.112
	Total	15.800	19	
Available Training	Between Grps	.252	2	
	W/in Grps	16.548	17	.130
	Total	16.800	19	
TVPA Training	Between Grps	.000	2	
	W/in Grps	6.000	17	.000
	Total	6.000	19	

