

Building the Case Against Human Trafficking: Developing and Evaluating a Training Module for Law Enforcement Officials

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Executive Summary

Since the passage of federal legislation to address human trafficking in the United States, efforts to measure and combat the crime have continued to grow (Victims of Trafficking and Violence Prevention Act of 2000). Measuring human trafficking has continued to be a difficult task for researchers, law enforcement, and victim services providers. The combined efforts of these groups has lead to the recognition that without more widespread identification of victims and perpetrators of human trafficking—a crime referred to as modern-day slavery—estimates will continue to be inaccurate. In order to improve the identification process, this specific proposal focuses on law enforcement officials.

As first responders to crime and the investigative arm of legal proceedings, police officers engage in ongoing training and professional development on a variety of issues. In order to make crimes of human trafficking a part of training for law enforcement, an effective and efficient approach must be available. This paper outlines a training module that could be implemented in the state of Kentucky through a distance, or online, learning option as part of the training already available to law enforcement officials in the state. The online training module is based on a review of literature relevant to designing, delivering, and evaluating effective training. Three learning objectives and appropriate evaluation techniques to measure the objectives lead into recommendations for the implementation of the training. The recommendations also look to contribute to improved measurements of the incidence of human trafficking. Identifying, measuring, and continuing training efforts are all means to understanding and combating crimes of modern-day slavery.

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Introduction

In the mid-1990s, United States policymakers recognized that while slavery had been outlawed at the time of the Civil War, it had merely changed shape, remaining a clandestine part of society (DeStefano, 2007, p. xi). Within a few years Congress passed the Victims of Trafficking and Violence Prevention Act (later reauthorized as the Trafficking Victims Protection Act, or TVPA) of 2000. This federal legislation outlined the definition of modern-day slavery, commonly referred to as human trafficking. The crime of human trafficking “involves the exploitation of a person for the purpose of compelled labor or a commercial sex act” and has been addressed through the TVPA using the framework of the “3Ps’: prevention, protection, and prosecution” (President’s Interagency Task Force, 2014). Now the Federal Strategic Action Plan on Services for Victims of Human Trafficking in the United States, 2013-2017 includes a fourth “P”: partnership (2014).

Since the passage and subsequent reauthorizations of the TVPA, research on human trafficking—regarding victims, perpetrators, service providers, and criminal justice officials—has grown in quantity, moving the discussion toward more evidence-based solutions. In the years since federal legislation passed, anti-trafficking efforts have devolved to the state level. All 50 states now have statutes in place criminalizing sex and/or labor trafficking (Polaris Project, 2014). While the passage of federal and state policies to address human trafficking has turned heads, the interest generated is often based on flawed estimates, which may overstate the problem. There is a discrepancy between the number of cases found, or the “administrative data,” in the United States and “prevalence

estimates” made by various agencies since the passage of federal legislation (Clawson, Dutch, Solomon, & Grace, 2009). While collecting data on an underground criminal enterprise presents many challenges, expanding available data through research could show why such discrepancies exist.

The task of gathering reliable information on the scope of human trafficking in the United States has captured the attention of many scholars and government agencies (Hopper, 2004; US Department of Justice, Office of Justice Programs, 2013). It is important to improve methodologies underlying the estimation of the scope of human trafficking, especially since many means of estimation in the U.S. have been vague and potentially invalid or unreliable (Gozdziak, n.d.). One piece essential to developing better indicators and measurement methodologies for human trafficking activities is the ability to identify both trafficking victims and perpetrators. The process of identification frequently falls to first responders, or anyone who might be the first to interact with a victim or perpetrator of human trafficking. This group includes law enforcement officials since identification and investigation of the crime is often the duty of these officials. Despite uncertainty regarding estimates of the scope of human trafficking incidents, current evidence suggests that “today the volume of traffic in human beings is greater than in the past, and the activities that generate it are more complex and sophisticated,” so it remains important to invest in training first responders on this matter (Savona & Stefanizzi, p. 3, 2007).

Acknowledging the need for reliable information on the scope of human trafficking crimes, this paper seeks to outline a module for training law enforcement officials in the State of Kentucky that could aid in the identification and investigation of these cases. The “4P’s”, complemented by basic information about human trafficking, form the foundation

for the proposed online training module presented here. With law enforcement first responders in mind, this proposal first explores the role of law enforcement, the current availability of training on human trafficking, and then focuses specifically on the state of affairs in Kentucky. Following the background and context section, the literature review provides an examination of what it is that makes training programs effective and evaluable as well as the means of delivery best able to accomplish these ends efficiently and effectively. The purpose of this research is to propose an outline for an online training module for law enforcement on the issue of human trafficking including three objectives and the succeeding evaluation. Finally, recommendations and policy implications follow from this proposed training module.

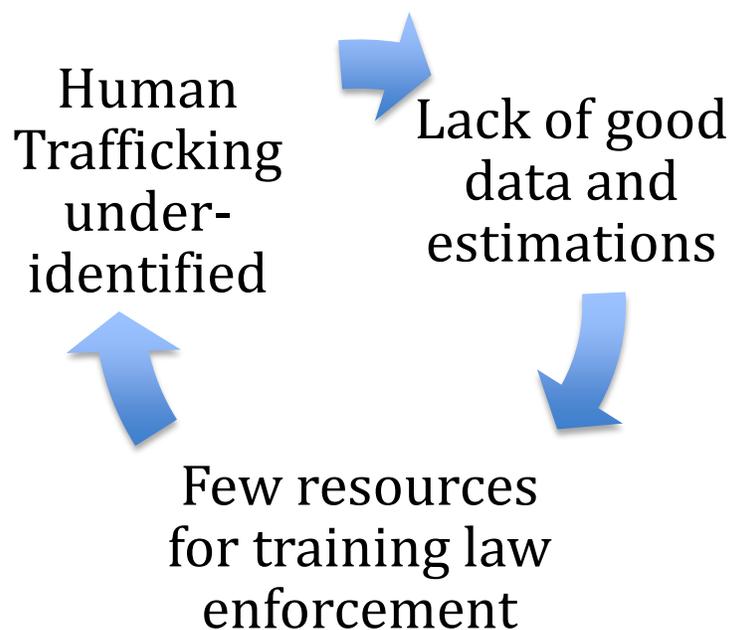
Background & Context

Law Enforcement

According to Wilson & Dalton, local law enforcement officials are frequently the first to detect victims and/or perpetrators of human trafficking through routine policing, other crimes, or community tips (2008). Despite the potential for initial detection through law enforcement officials, human trafficking continues to go unidentified as local officers tend to be “ill prepared to recognize human trafficking victims or investigate this emerging crime problem” (Wilson, Walsh, & Kleuber, 2006). Major contributing factors in law enforcement’s lack of preparation to identify trafficking in persons include: cultural and organizational framework of police agencies and the failure to prioritize human trafficking crimes, such that training and personnel to handle the crimes are not available (McGough, 2013). With little training for law enforcement, officials do not necessarily know what to look for to identify human trafficking, nor do they have the tools they need to investigate

this crime. If these first responders do not know what to look for, human trafficking situations are likely to remain unidentified. Without identification, it remains difficult to collect and analyze data beyond the estimations of the scope of the crime. Law enforcement officials tend to perceive that human trafficking is not a major issue occurring in their jurisdiction (Grubb & Bennett, 2012). Perception of the problem then affects the priority placed on identifying and investigating the crime, which adds to the difficulty of determining the extent of human trafficking in the area. This “cyclical” issue, as outlined in Figure A, shows how a continued lack of training contributes to human trafficking going unidentified, thus leading to more challenges in gathering accurate estimates of the prevalence of trafficking (McGough, 2013). Operating without precise estimates makes it difficult to appropriately allocate resources to combat human trafficking since it is typical to apportion these resources based on the magnitude and seriousness of the issue.

Figure A
Cycle of Under Identification of Human Trafficking



Although training for law enforcement in recognizing human trafficking is only one reason the crime tends to go unidentified or misidentified, the amount of training available to law enforcement officers is directly related to how many human trafficking case referrals are made in the department and in the community (Farrell et al., 2012). A lack of resources to train and equip local police departments to identify and investigate human trafficking affects law enforcement officers' perceptions of the severity of human trafficking in their jurisdictions, generally underestimating the prevalence of the crime in their communities (Farrell, McDevitt, & Fahy, 2010). A survey of law enforcement agencies demonstrated that a majority of reporting agencies did not see human trafficking as a problem in their own area, but did recognize it as a problem for other law enforcement agencies (Wilson et al., 2006). To focus efforts attempting to break this cycle, the following section explores the specific case of Kentucky law enforcement training and the link to accurate estimates of human trafficking prevalence.

Training in Kentucky

Additional data is becoming available in Kentucky as a result of state legislation. House Bill 3, or Kentucky's Human Trafficking Victims Rights Act passed in 2013 requires the Cabinet for Health and Family Services to issue an annual report to the Legislative Research Commission regarding the number of child trafficking cases processed by the Cabinet over the course of the year. Since that time, reports have shown 97 incidents of child trafficking, potentially including 125 victims (Kentucky Cabinet, 2014). Victim services providers also keep track of the number of cases they have seen and compile data on those perpetrators charged as traffickers as well as those cases where perpetrators were charged with crimes other than trafficking, despite fitting the legal definition of

trafficking (Catholic Charities, 2014). As of March 2014, twenty-seven human trafficking cases had been identified and perpetrators were charged with human trafficking in the state of Kentucky, twenty-five at the state level and two at the federal level (Kentucky Rescue & Restore Coalition, 2014). Beyond charges, over 160 victims of human trafficking had been identified in the state, whereas only two federal and two state cases resulted in convictions in the state of Kentucky (Kentucky Rescue & Restore Coalition, 2014). With an idea of how many victims of trafficking have received services, the state of Kentucky has a starting point for training initiatives. Making the most of those training opportunities requires the design, implementation, and evaluation of a training module built on an understanding of what makes training effective.

In Kentucky, victim services providers conducted some training for law enforcement officers in conjunction with the Department of Criminal Justice Training (DOCJT) at the Kentucky Leadership Institute (Renzetti, Bush, Castellanos & Hunt, 2015). Renzetti et al. (2015) followed this training with an evaluation to determine the impact of the training on law enforcement identification and investigation of trafficking. Their findings suggest that even a rather short training impacted the number of reports of human trafficking, the perceived prevalence of trafficking in the area, and the likelihood of law enforcement to recognize and respond to trafficking situations. The authors also call for continued research on how much training and which type of delivery method makes for effective training.

The training program itself was delivered in 2011 through a 4-hour presentation module in a classroom setting and was part of a weeklong training program for law enforcement officials (Renzetti et al., 2015). Again in 2014, DOCJT scheduled both a 40-

hour training opportunity entitled “Human Trafficking & Hate Crimes Investigations” which was delivered five times throughout the year at four different locations as well as a one-time, 8-hour “Responding to Human Trafficking” module (Department of Criminal Justice Training, 2014). The 8-hour module was a collaborative effort of DOCJT, Kentucky Association of Sexual Assault Programs (KASAP), and Kentucky Rescue & Restore (KRR). No additional human trafficking focused modules were listed in the DOCJT schedule for 2015 (Department of Criminal Justice Training, 2015). There has been some training in Kentucky to this point; however, it is sporadic and is one choice among many training opportunities for law enforcement officials. While collaborative efforts can be beneficial, victim advocates from KASAP and KRR are limited in their ability to assist with training efforts across the state. With consideration of training available in Kentucky, one goal of this specific proposal is to utilize a training method capable of reaching more officers each and every year.

Literature Review

Understanding the literature on training methods, effectiveness, and evaluation can enhance the creation of an effective training module for law enforcement. Training is defined as “an organized approach to positively impacting individuals’ knowledge, skills, and attitudes in order to improve individual, team, and organizational effectiveness” (Shenge, 2014). Since the intent of training is to create a means to improve effectiveness, the exercise itself should be understood through the lens of research on how to make training most successful.

Training Effectiveness

Making the training process as effective as possible has to do with the movement from design to implementation to evaluation dependent on the skills and tasks imparted during training (Arthur, Bennett, Edens, & Bell, 2003). Although the distinction is not always made clear, there is a difference between an effective training and training effectiveness—a difference hinging on the means of training evaluation (Kirkpatrick & Kirkpatrick, 2013). Training effectiveness shows the impact of training on job performance as it contributes to the missions or goals of the organization (Kirkpatrick & Kirkpatrick, 2013). In a meta-analysis, Arthur et al. (2003) consider the relationship between the characteristics of training design and evaluation and the subsequent training effectiveness. The primary finding was that the method, “skill or task characteristic trained”, and specified evaluation measures are all related to training effectiveness. After outlining objectives early in the training, the evaluation criteria should follow from these goals as determined by the needs of the trainee group (Arthur et al., 2003). The objectives of a training program provide the foundation for who, what, when, where, and how the program will be measured and determined a success or failure.

Training Evaluation

Kirkpatrick (1959) set out evaluation criteria for training programs that have continued to be widely used (Arthur et al. 2003; Shenge, 2014; Strother, 2002). Kirkpatrick’s evaluation metrics include four levels: (1) reaction, (2) learning, (3) behavior, and (4) results, each measuring different objectives (Arthur et al., 2003). A trainee’s reaction to the training may be more or less important than how much learning the trainee retained, how their behavior changed, or the overall results in the organization due to the

training process. The evaluation is said to be an essential part of planning a training program since the outcome objectives, purpose of the training, and program audience center on how an evaluation might be completed (Shenge, 2014). Applying evaluation criteria to anti-trafficking programs specifically is a relatively new venture as information available on training effectiveness in this area is fairly limited.

Surveys have been the most common method used to assess the effectiveness of human trafficking training programs. These surveys focus primarily on Kirkpatrick's second level evaluation criterion: learning—evaluators administer surveys to determine the impact of training on overall knowledge and perceptions regarding human trafficking in a specific geographic area (Grubb & Bennett, 2012; Renzetti et al., 2015). Due to limitations listed in these reported evaluation studies, it has thus far been difficult to capture any level-three or level-four impacts of training on the behaviors and results in the agency through training evaluation.

Training Delivery Mechanisms: Online Learning

Beyond designing training for effectiveness and evaluating the program accordingly, a relevant consideration for resource-constrained agencies is how the training will be delivered. Online learning is cost-effective and flexible due to its accessibility, but the question remains: will it be as effective as traditional training methods in achieving learning objectives? For law enforcement in particular, Leal (2009) questions whether moving from traditional to online education can reasonably reproduce scenarios traditionally covered in person. Studies have shown that E-learning achieves at least the same amount of learning if not superior results (Strother, 2002). Schmeekle (2003) compares two groups, one participating in traditional training and the other group in

online training covering the same content. At the end of the evaluation, results detected little to no difference between the groups, pointing to equal effectiveness regardless of the delivery mechanism for training. Additionally, Strother (2002) points out the other benefits of online training that would make it a reasonable way to disseminate important training topics on a larger scale: “convenience, standardized delivery, self-paced learning, and variety of available content.” These same advantages are summed up by Schmeckle (2003) as “cost-effectiveness, efficiency, and accessibility,” three things that make online training successful in the market; however, Schmeckle also points out that rigorous evaluation covering all four levels outlined by Kirkpatrick is necessary to show whether online training is as effective as the literature has said.

In terms of human trafficking training programs, both Polaris through their National Human Trafficking Resource Center (NHTRC) and the U.S. Department of Homeland Security through their Blue Campaign have put together some online resources for law enforcement officers (Law Enforcement, n.d.; Homeland Security, n.d.). While these pieces are available in an accessible format, it is difficult to measure just how widely they have been used or to measure the effectiveness of these training resources. Each resource is either a brief general overview of human trafficking or focuses on one component (i.e. domestic servitude, gang-involved sex trafficking, etc.), and while these resources can be useful as building blocks, they do not cover specifics for Kentucky, nor do they provide a comprehensive approach to the crime of human trafficking. Through this outline for an online training module and the subsequent evaluation proposal, online training could once again be assessed for effectiveness and cost-efficiency as information on human trafficking becomes more widely available to law enforcement officials in Kentucky.

Online Training Module Outlined

The preview of training efforts and data collection in Kentucky has set the stage for constructing an online module about human trafficking specific to law enforcement officials in the state. The audience for a specific training impacts the design and implementation of the program. Also, since human trafficking plays out differently depending on the environment where perpetrators and officials operate, simplifying the following module requires the specification of audience and context. Kentucky is comprised of a few urban areas and a lot of rural landscape. This online training module is geared toward urban Kentucky law enforcement departments; however, the elements could be tweaked according to context, maintaining the basic elements.

The following topics and information have been compiled from these sources:

- Blue Campaign Resources (Homeland Security, n.d.),
- Polaris' NHTRC (Law Enforcement, n.d.),
- Specialized trafficking training in Kentucky (Renzetti et al., 2015; Burkhart, Castellanos, Hunt, & Gray, 2014),
- Law enforcement guidebook on human trafficking (Viverette, 2006), and
- Compendium of promising practices (US Dept. of Health & Human Services, 2014).

Together, these particular resources provide a more comprehensive approach to training law enforcement through coverage of a variety of topics. Topics are organized into five sections within the training module and are based on the "4P's": prevention, protection, prosecution, and partnership, which are supplemented by a section outlining some basic knowledge components of human trafficking.

I. Prevention: Introductory video

- *Increasing costs of operation:*
 - To protect the victim and bring justice to the perpetrator, law enforcement must first recognize human trafficking in the community, then follow procedures to ensure traffickers face consequences thus raising the risk and cost of operation for traffickers and ultimately preventing the crime.
- *Moving from reactive to proactive:*
 - Instead of reacting to incidents of human trafficking that come up in the course of patrolling or responding to other crimes, preventing trafficking requires a proactive approach. This includes looking for red flags indicating trafficking and identifying risky situations and vulnerable individuals before the crime occurs.

II. Basic Knowledge: Reading portion combined with video

- *Defining Human Trafficking*
 - The TVPA and Kentucky legislation define human trafficking in a similar manner, highlighting force, fraud, and coercion. The definition will include examples of each, including stipulations for minors.
- *Federal & State Legislation*
 - Content will survey the impact of the Victims of Trafficking and Violence Prevention Act of 2000 and its subsequent reauthorizations on the work of law enforcement.
 - Kentucky statutes include statute 529 passed in 2007 and the Human Trafficking Victims Rights Act passed in 2013, which includes a Safe Harbor provision for minors who are considered victims of human trafficking instead of prostitution offenders.
 - In working with immigrants, the function of visas available to victims of human trafficking (i.e. Continued Presence, U Visa, T Visa, Special Immigrant Juvenile, etc.) will be covered.
- *Common myths about human trafficking*
 - It does not occur in the United States, especially not this community.
 - Victims are foreign-born or poor.
 - It is the same as human smuggling.
 - Victims will attempt to seek help.
- *Identification: There is no typical victim of trafficking in terms of demographic characteristics.*
 - The following are common locations and types of trafficking:
 - Sex Trafficking—Asian massage parlors, nail salons, Latino Residential brothels, strip clubs, trucks, hotels, street prostitution, escort services
 - Labor Trafficking: Sales Crews, agriculture/farm labor, domestic servitude, fair/carnival workers, factories, construction
 - Typically homeless and runaway youth, children in the juvenile justice or foster care system, and foreign-nationals and undocumented immigrants are more vulnerable to being trafficked.
 - In Kentucky urban and rural trafficking may be different. Cases in Kentucky have included individuals trafficking minors for sex, Latino residential brothels, restaurant laborers, farm laborers, and issues at truck stops.

- Red Flags that may indicate human trafficking can include:
 - Poor working or living conditions: inability to come and go freely, paid little or not at all, working excessively long hours, unusual restrictions, enduring high security measures or owing a large debt
 - Poor mental or physical health
 - Lack of control: no access to personal possessions, identification documents, and/or money
 - Inconsistent story: inability to identify time or physical location
- III. Protection: Video interview with victim services provider**
 - *Understanding Victims*
 - The trauma and violence a victim endures as a result of trafficking can affect his or her reaction to standard procedures and the investigative process.
 - Typically victims distrust law enforcement officials, so it is necessary to ask the right questions from the start. Consider the following questions:
 - Have you been forced or tricked into stripping, having sex or other sex acts? Are you being made to do something (work or something sexual) to pay off a debt or meet a quota? Do you feel like you are being controlled by someone?
- IV. Prosecution: Kentucky case studies including photos and evidence used**
 - *Investigating Human Trafficking*
 - The process of gathering and presenting evidence will incorporate several cases from Kentucky as well as the evidence used.
 - During the investigation, first responders would seek to build trust with victims by ensuring the victim's safety, privacy, confidentiality, and taking ample time with the investigative process.
 - A victim-centered approach includes connecting victims to services (i.e. housing, food, transportation, and mental/physical health support) as soon as possible. This is essential to protecting the key witness(es) in a criminal investigation.
 - *Human Trafficking Charges*
 - "Human trafficking is class C felony, unless serious physical injury, whereby it is a class B felony. If minor involved, one class higher. Promoting human trafficking is class D felony, unless victim is under 18, whereby it is a class C felony" (Burkhart et al., 2014).
- V. Partnership: Fact sheet and video from local task force**
 - *List of Resources*
 - Federal and State prosecutors for human trafficking cases along with contact information
 - Task forces in place as well as how they can assist law enforcement

Additions to this training would be pertinent in states with international borders, those with heavy gang or organized criminal activity (a consideration that could be relevant in Kentucky to a greater extent than has been addressed here), or in areas that

have received more or less training than the officials in Kentucky. While this module is not particularly generalizable due to its focus on Kentucky, it does contain a basis for building an online module that—upon evaluation—could be applied more broadly with changes made according to the environment in which it will be utilized.

Objectives & Evaluation

Using Kirkpatrick’s training evaluation levels, three learning objectives would be evaluated through exams and surveys incorporated into the online module. Officials would finish each section of the module by completing questions designed to capture the different evaluative levels. Objective one (O1) pertains

to the **Prevention** and **Basic Knowledge** sections of the training module. Objective two (O2) relates to **Protection**, and objective three (O3) correlates with the section of training geared toward **Prosecution**. The final section of the module—**Partnership**—is not specifically related to a training objective as the proposed content provides resources to law enforcement aiding response to human trafficking.

O1 would be evaluated through the administration of a quiz or quizzes to capture how much the law enforcement official

Objectives
1. Law enforcement officials will complete training with understanding of human trafficking, its various expressions, and the state and federal legislation currently in place.
2. Law enforcement officials will learn about the significance of supporting victims and recognize biases that could prevent a victim-centered approach.
3. Law enforcement officials will be able to identify human trafficking situations, and officials will feel more prepared to effectively investigate the crime.

learned and retained the information provided in the module. This will capture level II evaluation of learning (Kirkpatrick, 1959). Quizzes are the common form of evaluation in distance learning modules currently used by DOCJT (2015). For example, a quiz question could ask the trainee to identify at least three different places sex or labor trafficking commonly occur in the community, or to define human trafficking.

O2 would utilize a pre- and post-survey regarding law enforcement trainees' perception of human trafficking in an attempt to evaluate both learning and how perception is affected by the training module information. The survey would include both factual questions, such as the services available to human trafficking victims, and questions about how officers perceive victims, such as whether they agree with the statement that victims need protection from traffickers in order to make a criminal complaint.

Finally, evaluation of O3 would begin to assess level III behavior effects and level IV agency results in using the investigative techniques outlined in the module. This set of questions would present case study scenarios in which trainees must choose the best way to proceed with an investigation and gather pertinent evidence from key witnesses using the information they now have from the training.

Beyond the quiz, continual tracking of crime reports would be implemented to see whether or not individual officers identify more cases of trafficking after the training. This piece of evaluation will be outlined in more detail in the following recommendation section. Additionally, to evaluate training at level I—reaction—trainees will end the fourth section of the module with a brief questionnaire to determine their satisfaction with the training and likelihood to recommend the training module to their peers. Trainee reactions to the program could prove helpful in improving this pilot online training module.

Recommendations/Policy Implications

Typically, legislating required training for law enforcement officials is not received positively (M. Underwood, personal communication, June 23, 2015). With this in mind, other avenues for disseminating officer training on human trafficking are suggested. There is a way to incentivize the use of this training module through the training structure already in place for Kentucky law enforcement officials. As of January 1st, 2015, Kentucky requires the most hours of basic training of any state at 888 hours for local law enforcement officials (DOCJT, "Putting together", 2014). This basic training requirement is supplemented each year thereafter by an annual requirement of forty hours of proficiency training.

To encourage law enforcement officials to maintain training requirements, the Kentucky Law Enforcement Foundation Program Fund (KLEFPF) grants \$3,100 in annual proficiency pay to officers completing required training hours (DOCJT, "Putting together", 2014). The KLEFPF report points out that there has been no increase in the amount of proficiency pay available to officers since 2001, including no adjustment for changes in cost-of-living, a current concern for KLEFPF recipients. The Human Trafficking Victims Rights Act, KRS 529.150 outlines the use of asset seizure and forfeiture in conjunction with crimes of human trafficking. These seized assets may be used in assisting victims and in paying law enforcement and other offices involved in the process. The recommendation following from these points, then, is to use some assets seized in trafficking cases to fund the incorporation of this online training module in the annual DOCJT training schedule as a distance learning option, and to fund an additional training stipend of \$250 through the KLEFPF proficiency pay for an officer's completion of the training once every 5 years.

Pressure for this change could come from collaboration between KASAP, KRR, and DOCJT, from legislators, or from upper-level law enforcement officials already involved in task force efforts to address human trafficking.

The final section of the online training module references this type of partnership and the resources available when all organizations with an interest in combating human trafficking come together to establish a comprehensive approach. With such a partnership continuing to grow through the five task forces in the state of Kentucky, another aspect of law enforcement response to trafficking becomes important (Kentucky Rescue and Restore Coalition, 2014). This aspect is the development of “a formal procedure, protocol, or policy...in place to guide human trafficking investigations” since having a protocol in place impacts the ability of the department to investigate human trafficking cases (Renzetti et al., 2015). While some departments in the state do have such a formal process in place, others do not (Renzetti et al., 2014). Prioritizing the formalization of the policy used by law enforcement to address human trafficking could contribute to improving the online training program since the Partnership section of the training module could specifically address the protocol for the officer using the module.

As training implementation begins, measures could be put in place to address the lack of solid data available, mentioned early in the discussion on effectively combating human trafficking. The Federal Bureau of Investigation (FBI) added human trafficking to the Federal Uniform Crime Reporting (UCR) Program after changes made to the TVPA (US Department of Justice, 2013). This is a step local agencies can also take. While Kentucky issues an Annual Crime Report using the UCR of the Kentucky State Police and has codes in place for reporting human trafficking specifically, Kentucky has not yet contributed to the

FBI UCR on human trafficking (Crime & Traffic Data, n.d; Burkhart et al., 2014). Local agency reports to the FBI's UCR program aid national data collection on human trafficking. To begin collecting new and improved data on trafficking, UCR at the state level should include human trafficking as an offense covered in the tracking database and then use this in annual reports that can also be incorporated at the national level. Such a tracking system would be beneficial as this training module is evaluated because a comparison of cases reported in Kentucky prior to and following the training could help determine the impact and effectiveness of the online module. Tracking both cases and indicators of human trafficking can impact UCR, law enforcement perception of the issue, and revised estimates of the prevalence of human trafficking across Kentucky.

Conclusion

Training officials in such a way that the information is both received and applied by officers at all levels of law enforcement should be as economical and effective as possible. Online training offers both possibilities. In the future, it could be helpful to consider other delivery mechanisms for training on human trafficking to determine the best approach moving forward. To date, most training takes the form of face-to-face lectures with visual aids or the form of piecemeal online resources. Scholars have begun to emphasize a blended learning approach to training that seeks to combine the positives of online learning with the need for certain discussion-based material, best covered in a face-to-face setting (Lothridge, Fox & Fynan, 2013). Many law enforcement training initiatives already use a blended approach to take advantage of the benefits of different delivery methods while compensating for the costs of each method (Leal, 2009). A blended training model could be a valuable next step to evaluate the best approach to training that is focused on

law enforcement engagement with the crime of human trafficking, especially due to the mix of components between base knowledge of trafficking and complex topics involving investigation and legal processing (M. Underwood, personal communication, June 23, 2015).

Beginning with the implementation of this proposed online training module and subsequent evaluation approach, while challenging, represents a reasonable place to start. Continuing to improve training effectiveness could help break the cycle in which victims of human trafficking go unidentified. Designing, implementing, and evaluating such a training module is an important step toward making needed tools available to law enforcement agencies.

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