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Joint Task Force in Reducing Human Trafficking

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JOINT TASK FORCE IN REDUCING
HUMAN TRAFFICKING

BY

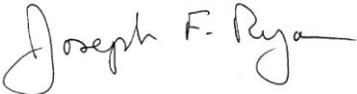
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SUBMITTED IN PARTIAL FULFILLMENT OF
REQUIREMENTS FOR THE DEGREE OF MASTER OF
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Abstract

This Master's level thesis paper discusses the important topic of human trafficking. As this paper will explore, human trafficking is a very heinous crime that involves women, children and families and is a crime against humanity. It involves the illegal trading of human beings for personal gain in the form of forced labor, sexual exploitation and even slavery. Each and every year human beings are recruited, tricked, transferred and harbored as slaves. This is an international crime and each country is affected by trafficking, whether it is as a country of destination, transit or origin destination for victims.

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Chapter I

Introduction to Homeland Security

Introduction/Strategy

Human trafficking is a serious concern because it funds terrorist and criminal organizations. The security of America's borders remains a paramount concern for law enforcement agencies since September 11, 2001. Borders designed to stop illegal immigration are porous and facilitate illegal immigration of terrorist elements into the country. Current illegal migrant policy and practices follow traditional models of criminal interdiction and enforcement. Human trafficking policy departs from traditional criminal enforcement and lends itself to the humanitarian identification and care of the victim.

The nature of human trafficking has resulted in government strategies recognizing trafficked victims as crime victims rather than criminals. The coalition of law enforcement agencies and NGOs remains a work in progress and represents a unique approach to ending a criminal practice that integrates traditional law enforcement models with political concerns for victims who are often placed in potential harm by law enforcement activities.

Included in this article is the newly created strategy of the joint task force on human trafficking. The situation of the United States that led to the current human trafficking phenomenon will be explained. In addition, the article provides an overview and critique of the status quo of the U.S. government counter human trafficking strategy.

This strategy encompasses an alliance aimed at eradicating human trafficking in the United States. Goals include strengthening the alliance of non-governmental organizations (NGOs), health care organizations, nonprofit organizations, and government authorities. Tactics

reflect increasing communication, enabling shared information, organizing data, and tracking records to promote public awareness.

This strategy consists of advancing tactics of public awareness to increase detection of victims of human trafficking. The Department of State will promote public awareness through media campaigns that includes multilanguage television and radio advertisement, interactive web sites and distribution of flyers at public gatherings. Media campaigns will help detect and report suspected human trafficking victims.

The second prong of the strategy is a legislative campaign establishing criteria to identify victims of human trafficking. The legislation will inspect immigration documents for falsities. Biometrics and other technologies could eliminate false identifications and deter human trafficking.

One example of a NGO on human trafficking is Thailand's Center for Protection of Children's Rights Foundation (CPCR) (Humantrafficking.org). The CPCR "developed a comprehensive and needs-based approach to rehabilitation where medical, social, legal and other relevant experts from different institutions work together in a well-orchestrated approach to ensure effective rehabilitation of children rescued from trafficking and other abuses"(Humantrafficking.org).

Background

Human trafficking encompasses a broad scope of illegal activity involving the illegal transportation of human beings across national borders. There are twenty-two definitions utilized by researchers and law enforcement agencies to identify the activity of human trafficking (Bruckert & Parent 6). The Palermo Convention of 2000 is a U.N. sponsored convention. The Palermo Convention differentiates between "the smuggling of migrants" and "trafficking in

persons” (Salt 20). The Palermo definition of “trafficking in persons” permits law enforcement agencies to specifically target criminal elements engaged in an activity involving “fraud, coercion, physical or psychological abuse” and the involvement of organized crime networks or syndicates (Salt 21).

The primary legislation in the United States concerned with human trafficking is the Trafficking Victims Protection Act of 2000 (TVPA). The TVPA (22 U.S.C. § 7102(8) defines human trafficking as “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 “the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.” This definition applies to both U.S. citizens and foreign nationals.

The Trafficking Victims Protection Reauthorization Act of 2003 (TVPRA 2003) reauthorized the TVPA and added requirements designed to assist illegal immigrants either remain in the United States (if returning to their homeland was deemed life threatening) or returned to their point of origin. It also created provisions allowing victims of trafficking to sue their traffickers in federal court for damages.

The Trafficking Victims Protection Reauthorization Act of 2005 expanded the scope of government activities regarding human trafficking. It established the first grant programs for state and local law enforcement departments for the creation of task forces targeting human trafficking. It created grant programs for state and local authorities to establish rehabilitation houses for juveniles who had been trafficked into sex work. It also expanded the extraterritorial jurisdiction of federal agents working outside the United States (Attorney General 3).

The most recent revision of the TVPA is the 2008 reauthorization of the law, which expands assistance programs farther, provides increased spending for combating human trafficking, and continues consolidating multi-agency activities under the Department of Homeland Security (DHS). The 2008 legislation expanded the definitions of criminal activity for human trafficking. For example, all previous legislation required the government to prove that a trafficker knew sex workers were underage to be charged with more draconian penalties for trafficking in minors. The 2008 law lowers that bar to demonstrating that the trafficker had ample “opportunity to observe” an individual and conclude that the individual was a minor (Attorney General 4).

The 2008 Reauthorization increases penalties for accomplices and broadens definitions of coercion and force in ways that decrease the burden on the government to prove that workers were forced or coerced into sex work or slave labor. Employers who utilize human-trafficked persons in commercial enterprises other than sex work are also targeted by the 2008 Reauthorization, which broadens the definition of responsibility for recognizing that workers are illegal immigrants. Sex work is defined as being forced to work as a prostitute. The 2008 Reauthorization legislation also provided funding to continue the coordination of law enforcement agencies targeting human trafficking. These efforts were rewarded with a highly successful Federal Bureau of Investigation (FBI) Crimes Against Children sting, Operation Cross Country, “to combat domestic sex trafficking in children and locate child victims” (Attorney General 5).

The United States Department of State (DoS) directs all domestic anti-human trafficking efforts. This reflects the international nature of human trafficking. The majority of men, women and children coerced into human trafficking are from third world and eastern European nations.

International treaties against human trafficking are administered through the DOS. The 2000 TVPA established the President's Interagency Task Force (PITF). PITF is a cabinet level task force formed to "coordinate federal efforts to combat human trafficking" (State). The 2003 Reauthorization established the Senior Policy Operating Group (SPOG) within the PITF. SPOG was created to "follow up on PITF initiatives and to implement U.S. government anti-trafficking policies and guidelines (State). The PITF was required to meet annually while the SPOG was required to meet quarterly. Both groups were chaired by a member of the DOS.

The PITF and SPOG focused on the victims of human trafficking and the availability of services and programs that could provide assistance to victims of trafficking whether they were United States citizens trafficked within the United States or illegal aliens trafficked in the United States. The SOPG created numerous joint activities with NGOs such as homeless shelters, emergency rooms, hospitals, neighborhood health clinics, food banks, and religious organizations and ethnic benevolent associations to facilitate identifying and assisting victims of human trafficking (primarily women and children) brought to the United States as involuntary sex workers (SOPG). While these programs were not directly linked to law enforcement efforts to interdict human trafficking, they did establish key relationships with numerous NGOs throughout the United States. These associations would prove to be valuable in assisting anti-terrorism programs. Links to NGOs by the PITF and SOPG paved the way for later efforts by the DHS to establish "listening posts" at the grass roots level to identify and investigate possible national security threats.

NGOs' initial contacts with government agencies were positive in nature. Contacts were not designed to target, arrest and incarcerate illegal immigrants. Staffs of NGOs understood that victims of human trafficking were assisted by variety of programs established by the SOPG,

including monetary assistance, medical care, housing assistance and even expedited visa processing for those wishing to seek asylum (SPOG 8-9).

The recommendations of the SOPG were released in a final report in August 2007, and these recommendations were incorporated into the Reauthorization legislation of 2008. The SOPG was disbanded in 2008, although the PITF continues to function as the overseeing agency for human trafficking interdiction and enforcement.

Scope of Human Trafficking

In its 2009 report to Congress the DoS estimated that “at least 12.3 million adults and children” are in “forced labor, bonded labor, and commercial sexual servitude at any given time” (DoS record). Nearly one million five hundred thousand children are estimated to be coerced into sexual prostitution at any time (DOS record) and the vast majority of persons illegally trafficked are women and children. Forced labor can be found in primarily unskilled or manual labor jobs and can include domestic servitude, sweat shop labor, farm labor and some forms of construction work (DOS record). Trafficked adults are usually enticed into signing contracts for work abroad, and given false promises regarding wages and working conditions. The current economic crisis is expected to increase recruitment of adult trafficked persons in 2009 and 2010 (DoS record).

The DOS classifies countries of origins for human trafficking using a three-tier system. Governments fully complying with international guidelines and protocols against trafficking are classified as Tier 1 countries. Tier 2 countries are countries placed on a DOS “watch list,” which indicates that a country’s nationals are significantly represented among human trafficking persons, or that the country’s efforts at combating trafficking are weak or inadequately demonstrated by the government. Tier 3 nations are nations that fail to be in compliance with

international treaties regarding trafficking, or are believed to either ignore or assist trafficking efforts in their country.

In 2009, fourteen nations were classified as Tier 3 countries by the DOS, including American allies Qatar, Saudi Arabia, Kuwait, and Oman. Other Tier 3 nations include Cuba, Fiji, Algeria, Iran, Moldova, Myanmar, North Korea, Papua New Guinea, Sudan, and Syria (DOS record). Forty nations are classified as Tier 2 countries (see Appendix 1).

Tier 1 nations are subject to sanctions, trade restrictions and other punitive policies. However, sanctions have not been applied to nations the United States views as “vital” to its national interests. Oil producing nations in the Middle East appear to be grouped into the “vital” category. There is no formal discussion on how nations engaging in vital assistance to the United States may be subject to particular or unique models of law enforcement programs against trafficking in the United States. It is possible that trafficking issues in these vital Tier 3 nations are restricted to domestic trafficking practices within those nations, and that trafficking issues do not occur on U.S. soil. But, there is no official statements regarding this issue.

Law Enforcement Programs Directed at Human Trafficking

National policies and programs directed at human trafficking are coordinated by the Bureau of Justice Assistance (BJA) of the United States Department of Justice. BJA acts as the nexus for federal agencies, including DHS, and state and local law enforcement agencies regarding anti-human trafficking programs (BJA). DHS serves as the primary coordinating agency for state and local law enforcement programs directed at illegal immigrants crossing American borders (BJA). The BJA also coordinates national media campaigns directed at providing public service announcements to the American public regarding human trafficking (BJA).

The BJA works with law enforcement agencies in states that have passed legislation against human trafficking. The first state to pass such legislation was Washington in 2002. Since then “more than three-fourths of the states have passed legislation making human trafficking illegal” (BJA). The BJA works with state law enforcement agencies in two ways:

- 1) to develop training for law enforcement and communities to identify trafficking in persons and rescue victims by working with federal law enforcement and victims service providers; and 2) to support and fund task forces...based on a sound strategy of collaboration among state and local enforcement, trafficking victim services providers, federal law enforcement, and U.S. Attorneys Offices (BJA).

The 2008 Reauthorization legislation provided significant funding for an expanded public education campaign regarding the presence of human trafficking, in the hopes that enhanced awareness will lead to increased identification of human trafficking and subsequent reporting of trafficking activities to authorities (BJA). Public media campaigns are being conducted in English and Spanish, as well as Chinese, to reach ethnic populations most closely associated with human trafficking populations. BJA coordinates law enforcement training and funding in the United States. DHS assists BJA in conducting international investigations either unilaterally or in connection with international or sovereign criminal justice organizations. DHS also provides valuable resources for tracking financial transactions and international communications.

The BJA officially recognizes that NGOs are as critical to the eradication of trafficking as law enforcement agencies (U.S. Department of Justice 27). NGOs are critical because they are

the only group to have direct contact with possible victims, they have credibility with victims, they can provide assistance and shelter for exploited victims, and they are familiar with cultural norms for the nationals being exploited. NGO's are often the starting point for investigations. The inclusion of NGOs into enforcement paradigms has allowed law enforcement to understand the depth and the complexity of human trafficking beyond the concept of sex slaves to include domestic workers, agricultural and textile sectors, and human organ transplant syndicates (Bruckert & Parent 5).

Law enforcement agencies recognize that trafficking operations are almost always connected to organized criminal groups and that those organizations utilize standard methods to transport and launder money produced by illegal activities. Trafficking task forces include standard protocols including "follow the money". DHS mechanisms that track transfer of funds sent outside the United States have been incorporated into anti-trafficking efforts. Additional DHS monitoring of financial transactions occurring outside the United States are applied to efforts against trafficking (U.S. Department Of Justice 6).

We recommend an adoption of Canadian government's software consisting of design programs to track and monitor criminal groups associated with trafficking. Microsoft, at the request of the Canadian government, developed a software program, CETS, the Child Exploitation Tracking System, to assist Canadian investigations regarding trafficking. The program was successfully exported to Indonesia in 2006 and is now a standard tool in investigations (Microsoft). The DOJ has dramatically increased its budget allocations funding computers and internet monitoring equipment for American and international law enforcement organizations. DOJ funding has also assisted closer communications between Homeland Security financial monitoring operations and trafficking investigations (U.S. Department Of Justice 23-

24). The DOJ views technical monitoring advances to be a key component of successful prosecutions.

Along with these recommendations, “smart practices” should be incorporated into the organizational mindset of DHS. Eugene Bardach criticizes the overused “best practices” that the DHS bases its strategies on. “Best practices” strive to achieve goals that completely eliminate issues like human trafficking. Instead, Bardach desires to try to achieve more realistic goals; this mindset is known as “smart practice.” All of the recommendations made in this paper should follow “smart practice” guidelines so that realistic goals can be achieved without the government always feeling like they are falling short of achieving “best practice” goals (Bardach, Smart Practice).

Another recommendation to enforcement strategies is the alliance of task forces with emergency health care providers. The DOJ has funded outreach programs to emergency rooms and staff (Chisolm-Straker), who often come directly in contact with victims and traffickers (Gould 25). Networks already exist between emergency rooms and DHS, identifying and reporting unusual or rare medical conditions indicative of either possible biological agents or of illnesses associated with illegal aliens.

Employing a coalition of domestic and international law enforcement agencies, and by working with domestic and international NGOs dedicated to ending human trafficking, the BJA is forging a worldwide front to attack human trafficking. Modern technology is being designed specifically for monitoring activities that can point to trafficking and modern technology already in use for issues of homeland security and investigations of money laundering are helping to track the proceeds of illegal trafficking activities, and in doing so provide a reverse path to the traffickers (BJA).

The humane policies of the TVPA allow government agencies closer ties with NGOs, which is proven useful in homeland security. This cooperation has not been as successful in enforcement cases focusing on illegal immigrants in the United States. The United States maintains two immigration policies: one for illegal aliens and one for victims of human trafficking that are illegal aliens. Interdiction of illegal immigrants operates under the authority of DHS. Programs to interdict illegal immigrants are part of the DHS Customs and Border Patrol division (CBP). If involuntary illegal immigrants are identified and detained, CBP hands the persons over to DOJ agents working in cooperation with the United States Department of Health and Human Services (HHS), which administers assistance programs under the 2008 reauthorization of the TVPA (Attorney General 28).

Policies regarding human trafficking contain paradigms for illegal immigrants. Separate interdiction efforts and punishment protocols reflect that victims of human trafficking are not necessarily criminals. Trafficking victims are often allowed to remain in the United States and offered financial and medical assistance (DOS record). Illegal immigrants are detained, sometimes incarcerated, and repatriated to their country (CBP). These two different policies represent the United States sincere attempt to assist crime victims and to justly punish those who enter the country illegally. Traditional law enforcement models are used for illegal immigrants. New models incorporating extensive networks of NGOs should be used for combating human trafficking.

Recommendations

1. The Department of State should immediately initiate an extensive anti-human trafficking media campaign.

2. The Department of State should recommend perpetuation and enhancement of extant US and International Human Trafficking Legislation.
3. DHS should adapt the Child Exploitation Tracking System.
4. DOS and DHS should continue and enhance partnerships with nongovernmental organizations with respect to Human Trafficking Initiatives.
5. DHS should establish a Task force with relevant agencies and particularly emergency health providers to identify and provide services to victims of Human Trafficking.

State Department Tier Classification List
(Source: United States Department of State 2009 Report to Congress)

Tier Placements

T r a f f i c k i n g i n P e r s o n s
R e p o r t

O F F I C E T O M O N I T O R A N D
C O M B A T T R A F F I C K I N G I N
P E R S O N S

J u n e 4 , 2 0 0 8

Tier 1

Australia	Finland	Lithuania	Slovenia
Austria	France	Luxembourg	Spain
Belgium	Georgia	Macedonia	Sweden
Canada	Germany	Madagascar	Switzerland
Colombia	Hong Kong	Netherlands	United Kingdom
Croatia	Hungary	New Zealand	
Czech Republic	Italy	Norway	
Denmark	Korea, Rep. Of	Poland	

Tier 2

Afghanistan	Ghana	Malta	Sierra Leone
Angola	Greece	Mauritania	Singapore
Bangladesh	Honduras	Mauritius	Slovak Republic
Belarus	Indonesia	Mexico	Suriname
Belize	Israel	Mongolia	Tanzania
Benin	Ireland	Morocco	Taiwan
Bolivia	Jamaica	Nepal	Thailand
Bosnia & Herzegovina	Japan	Nicaragua	Timor-Leste
Brazil	Kazakhstan	Nigeria	Togo
Bulgaria	Kenya	Pakistan	Turkey
Burkina Faso	Kyrgyz Republic	Paraguay	Uganda
Cambodia	Laos	Peru	Ukraine
Chile	Latvia	Philippines	United Arab Emirates
Djibouti	Lebanon	Portugal	Uruguay
Ecuador	Liberia	Romania	Vietnam
El Salvador	Macau	Rwanda	Yemen

Estonia	Malawi	Senegal
Ethiopia	Mali	Serbia

Tier 2 Watch List

Argentina	Congo, Rep. Of	Guinea-Bissau	South Africa
Armenia	Costa Rica	Guyana	Sri Lanka
Azerbaijan	Cyprus	India	Tajikistan
Albania	Cote d'Ivoire	Jordan	Tanzania
Bahrain	Dominican Republic	Libya	Venezuela
Burundi	Egypt	Malaysia	Uzbekistan
Cameroon	Equatorial Guinea	Montenegro	Zambia
Central African Republic	Gabon	Mozambique	Zimbabwe
Chad	The Gambia	Niger	
China (PRC)	Guatemala	Panama	
Congo (DRC)	Guinea	Russia	

Tier 3

Algeria	Iran	Oman	Sudan
Burma	Kuwait	Papua New Guinea	Syria
Cuba	Moldova	Qatar	
Fiji	North Korea	Saudi Arabia	

Chapter II: Public Sector Strategic Plan on Human Trafficking

SAFELINK

Executive Summary

- I. Human Trafficking is a very serious offense and a threat to our homeland security.
- II. Many people guilty of human trafficking are sex offenders who traffic women and even children for sexual exploits.
- III. Sexual monitoring units create awareness of human trafficking by sex offenders in California
 1. Media campaigns designed to influence voter's awareness to promote legitimacy in the political arena.
- IV. Safelink organization profile
 1. Describe Safelink and how it will address all the issues that the public and politicians are newly aware of.
 2. Describe the goals of Safelink and how the organization and those who support it will reach those goals.
- V. Outcomes
 1. Describe what will happen after the goals have been reached and how California is now a better place to live because of Safelink.

Purpose, scope, and methodology

Since California is a potential harbor for human trafficking in the form of women and children being used in illegal prostitution rings, Safelink is needed in California. Current policies designed to protect the public are not adequate for the level of the threat. Safelink will provide safety to the public through the proper procedures to deal with the threat of human trafficking. Safelink has been developed through research of the issues of California law and the information of United States Homeland Security.

Mandates

Safelink mandates cooperation from the federal and state government in order to protect our homeland from human traffickers and make the United States more resilient.

Shareholder Analysis identifies the shareholders and the criteria the shareholders will use to evaluate the plan.

The major shareholder will be the federal government because California is not in the position to increase funding.

Vision statement describes what the organization wants to be.

Safelink will be the technologically advanced model for all states to follow concerning human trafficking and sexual predators. Once Safelink is integrated into California policy the extreme control that the state and federal government will have over human traffickers and sexual predators will mark a national high in control. Safelink will for the first time reduce the repeat crime rate of sexual offenders by increased surveillance.

Mission statement defines why the organization exists.

Safelink Sex Offender Monitoring Units

For Safelink human trafficking Monitoring Units “commitment” is more than just a word. The U.S. is committed to keeping the world safe from people who desire to illegally traffic women and children into the United States. The mission is to provide reliable and effective human trafficking monitoring units in order to make the world a safer and better place and to protect the nation’s borders. We are committed to providing our clients with the highest levels of personal service through our proven experience, leadership and utilization of the finest technology available.

We will always utilize our experience and industry leadership. We will also employ the finest technology tools available, building information resources that support our line of products to the best of our abilities. At the same time, we provide the personal service to our clients that they come to expect from something as important as sexual offender monitoring units. With Safelink Human Trafficking and Sex Offender Monitoring Units our clients satisfaction is our main commitment.

Internal and External Situational Analysis examines the internal and external strengths, weaknesses, opportunities, and threats.

1. Training personnel with what to look for while monitoring human traffickers and sex offenders
2. Technology for remote monitoring
3. Management
4. Supervision

Threats

1. Overwhelming numbers of human traffickers and sex offenders requiring monitoring

2. Overburdening of employees with increasingly heavy and unrealistic caseloads which may cause burnout, frustration, loss of commitment and high turnover
3. Dwindling funding and reduced budgets
4. Failure to meet expectations, therefore causing diminished support from public, prosecutors and elected officials

SWOT ANALYSIS ON SOMU

SOMU in Bakersfield, California monitors potential human traffickers and sex offenders with GPS monitoring devices and non-GPS required checks. These checks range from home visits to drug testing and visits to family and friends. Less important work for employees includes alerts sent by GPS units for low batteries, lost signal for an unknown reason, entering a prohibited zone such as a school area, etc.

Strengths: GPS program is not a cure-all but just one tool to monitor and alert when a sex offender is violating parole and poses as a danger to society.

Weaknesses: The program isn't working as it should because there have been problems with implementation and technology needs improvement. Policies are confused and some are non-existent.

Opportunities: The case of Phillip Garrido who kidnapped and hid Jaycee Dugard for 20 years in his backyard, fathered two children by her while on parole during those years and on GPS monitoring at least part of the time, is a catalyst for more training, technology and improvements to be made in GPS monitoring since he got away with it. Since California leads the nation in GPS monitored parolees (6,500) at a cost of at least \$60 million a year, the money needs to be spent more wisely in managing the program. Also, agents are overloaded with GPS busy work and not able to do other important checks in the field, according to reports. This is a

good time to re-examine management/supervisory staff and see where improvements need to be made (hiring and firing may be necessary).

Threats: More people are being arrested in cases of human trafficking and other sexual offenses and if there are government cuts, then there will be a shortage of employees to continue monitoring these offenders. The California program has increased agent workloads and isn't doing what the public expects. For the last three weeks in April, 20 local sex offenders strapped with GPS monitoring units went unsupervised by state parole agents (Lois Henry, 2010, pp.1-7).

Strengths

1. Experienced and devoted staff
2. Utilization of high-tech GPS monitors
3. Personal service to valuable clients
4. Comprehensive reporting allows for quicker reactions to unsafe conditions and allows for movement or removal of potential victims.

Weaknesses

1. Expensive training
2. GPS units require routine maintenance for batteries and repairs
3. False alerts become nuisances and take workers away from other more important tasks
4. Confusing or non-existent policies
5. For best results, the program depends on cooperation of outside resources, like police

There are two similar law enforcement organizations that monitor individuals for various reasons. One is the Sex Offender Monitoring Unit in Bakersfield, California, and the other is Juvenile Justice Monitoring Unit of Maryland. Each agency's strengths, weaknesses, opportunities and threats will be examined.

Safelink Claims

We will always utilize our experience and industry leadership. We will also employ the finest technology tools available, building information resources that support our line of products to the best of our abilities. At the same time, we provide the personal service to our clients that they come to expect from something as important as sexual offender monitoring units. With Safelink Human Trafficking and Sex Offender Monitoring Units our clients satisfaction is our main commitment.

Safelink Human Trafficking and Sex Offender Monitoring Units monitors Human Traffickers and other sex offenders with GPS monitoring devices and non-GPS required checks. These checks range from home visits to drug testing and visits to family and friends. Busy work for employees includes alerts sent by GPS units for low batteries, lost signal for an unknown reason, entering a prohibited zone such as near a school, etc.

Strengths: The main strength of Safelink Human Trafficking and Sex Offender Monitoring Units is that our staff will always utilize our experience and industry leadership. They will also employ the finest technology tools available, building information resources that support our line of products to the best of our abilities. At the same time, they provide the personal service to valuable clients that they come to expect from something as important as Human Trafficking monitoring units. With these units their comprehensive reporting has achieved a decrease in abuse because staff is better trained and is able to move juveniles out of dangerous settings faster. With Safelink Human Trafficking and Sex Offender Monitoring Units a client's satisfaction is the main commitment.

Weaknesses: GPS program is not a cure-all but just one tool to monitor and alert when a human trafficker or other type of sex offender is violating parole and poses as a danger to

society. Also training to monitor this system can be very costly. In order to get properly trained personnel thousands of dollars must be spent in training and education. The program must be used with other resources such as the police for it to be most effective. The program isn't working as it should because there have been problems with implementation and technology needs improvement. Policies are confused and some are non-existent.

Strategic issues and strategies

Sex Offender Monitoring Unit in Bakersfield, California

1. Strategic Issue: The highest number of human traffickers or sex offenders in the USA; the California department only accounts for eleven percent of the tracking of human traffickers and other types of sex offenders.

1a. Strategy: GPS systems will be used as a tool to assist parole agents and local law enforcement with the supervision of high-risk parolees. Enhance the supervision strategies for convicted human traffickers sentenced to treatment and probation.

2. Strategic Issue: Reduced budget

2a. Strategy: In anticipation of budget reductions over the next few years, a budget reduction and oversight team will be formed and convened to develop and coordinate the implementation of proposed budget reduction strategies

3. Strategic Issue: There have been so many laws that the intent of laws are confused and there implementation therefore suffers.

3a. Strategy: Training will be provided to all employees on a quarterly basis or as required to familiarize all employees with revisions and the passing of new laws and criminal/penal codes.

4. Strategic Issue: Offenders whereabouts unknown

4a. Strategy: Where an offender has failed to register or failed to comply with the requirements of that registration and police inquiries to establish their whereabouts have been unsuccessful, the offender is classed as missing. Police will continue to investigate the offender and automatically violate their parole.

5. Strategic Issue: lack of a clear understanding of role and responsibilities

5a. Strategy: Senior Leadership will designate and provide a clear understanding of roles and responsibilities assigned to all employees in writing that are assigned to the Sex Offender Monitoring Unit. All employees will acknowledge their responsibilities in writing.

6. Strategic Issue: incorrect and missing data

6a. Strategy: Invest in technology for the IT department to utilize, learn, and communicate more effectively, while analyzing data and monitoring the results better and more effectively.

7. Strategic Issue: Increased Workload

7a. Strategy: GPS will be used for detention, restriction and surveillance purposes

8. Strategic Issue: Expand Training Opportunities

8a. Strategy: Increase training in GPS systems, new technology for law enforcement and tools available for human trafficking and sex offender supervision. With the expanded use of GPS systems, training programs will include information on responding to alerts, obtaining data, and monitoring and maintaining equipment.

In conclusion in implementing the above strategies we will be able to resolve the strategic issue at hand and will be able to ensure better security for the public and appease the government as the requirements are

Performance goals

Strategic Management System for Sexual Offender Monitoring Units in California

A strategic management system for Human Trafficking and sexual offender monitoring units in the state of California is very important. The state of California has the highest number of convicted human traffickers and sex offenders in the USA but the California department only accounts for eleven percent of the tracking of human traffickers and sex offenders.

Issue 1: The state of California needs to monitor more offenders so as to ensure public safety.

Strategy: The strategy will be to implement laws that make it mandatory for human traffickers and sex offenders in the state of California to have monitoring units.

Goal: Reduce the amount of repeat human traffickers and sexual offenders through the use of human monitoring units.

Timeline: Some key performance indicators and timetables for this goal would include a 5% increase in the monitoring of human traffickers and sex offenders during the 1st year. We would like to see a 15% increase in the monitoring of human traffickers and other types of sex offenders during the 2nd year and a 25% increase during the 3rd year. We would like to see a 50% increase during the 5th year from what the rate is today.

Performance Measure: Percentage measurement in each of the first 5 years.

Issue 2: Based on the Blue Ocean Strategy execution we would like to see a significant growth rate for the human monitoring units in California and high profits for the company that makes these units.

Strategy: We will mark up the price of these units and also seek out state contracts to make the endeavor a huge success.

Goal : Increase the number of human monitoring units being utilized throughout the State of California.

Timeline: We envision a 5% increase in profits from the monitoring of human traffickers and sex offenders during the 1st year. We would like to see a 20% increase in profits the monitoring of human traffickers and sex offenders during the 2nd year and a 35% increase in profits during the 3rd year. We would like to see an 80% increase in profits during the 5th year from what the rate is today.

Performance Measure: Profits of the sex monitoring units in each of the first five years.

Issue 3: Having legislator to support the use of sexual offender monitoring units in the state of California.

Strategy: implement a greater amount and stricter laws concerning human traffickers and sexual offenders.

Goal: Identify legislators who will support laws regarding stricter monitoring required for human traffickers and sex offenders and to implement mandatory use of electronic monitoring units.

Timeline: Within five years we would like to see laws implemented that would make human monitoring units mandatory for convicted human traffickers in the state of California.

Performance Measure: For each and every year for the next five years we would like to develop SMART goals that enable actionable results and allow for more tangible measurements. During the 1st year we would like to have a task force in place that will implement and develop these SMART goals.

Issue 4: There has been an issue in setting and understanding the kind of limits that should be set in terms of achieving the goal of the sexual monitoring unit in the state of California.

Strategy: Marketing research in terms of surveys and focus groups and be done in order to effectively judge the limits that should be set.

Goal: Design a task force of mental health professionals, law enforcement officials, lawyers and social workers who could work collectively to identify and implement set limits which would be realistic and cost effective in the monitoring of human trafficking.

Timeline: We would like to set limits to monitor at least 20 percent of human traffickers in two years time and at least 50 percent of human traffickers in five years time.

Performance Measure: Statistically we will measure if our limits were met in two and five years.

In conclusion this strategic management system addressed the goals, key performance indicators and timetables for the strategies of our human monitoring units in the state of California. The fact of the matter is that this department is looking at monitoring a larger number of offenders. The goals are actionable where the goal will be assigned to the department responsible for tracking and the IT department who will be providing the equipment and the global positioning services necessary for the tracking. As a result of increased profitability we would like to expand the human monitoring units into other states within 5 years.

When we have these responsibilities assigned it on a timescale it will be easier to break it down into smaller goals and it will help monitor the results better and more effectively. In implementing the above strategic management system will enable us to resolve the strategic issues at hand and will be able to ensure better security for the public and appease the government as the requirements are.

Performance Indicators, Strategies for Implementation

Budget and Resources

Strategic Planning: Sex Offender Monitoring Unit in California

issue 1: The State of California has the highest number of human traffickers and sex offenders in the USA but the California department only accounts for eleven percent of the tracking of human traffickers and sex offenders.

Strategy: Through our human monitoring units the strategy is to monitor more offenders of human trafficking so as to ensure public safety.

Goals: Have the human trafficking units be implemented in the state of California to effectively monitor human traffickers and sex offenders ensuring public safety.

Performance Indicators: Increase the use of these human monitoring units by 5% for year 1, 15% for year 2 and 25% for year 3 and 50% for year 5.

Timetable: The units will be initiated immediately and we would like to see a 25% increase in use during the 3rd year.

Budget/Resource: The budget for the human trafficker and sex offender monitoring units will be two million dollars and they will be funded by grants and assistance from the Federal Government. Along with federal assistance public/private ventures or partnerships will make up approximately 25% of total investments.

Issue 2: on the Blue Ocean Strategy execution we would like to see a significant growth rate for the sex monitoring units in California and profits for the company that makes these units.

Strategy: The monitoring units will be funded by the state of California so we will have a state contract to make the endeavor a huge success.

Goals: To get the support of the California government and the people in the state by publicizing the human monitoring units so that people and government will fully support the concept.

Performance Indicators: Based on polls and public opinion to have support for the human trafficking and sex offender monitoring units.

Timetable: We would like the monitoring units to be utilized as soon as possible. We see them as an effective way to prevent recidivism with human traffickers and sex offenders within the first year.

Issue 3: The state of California is in financial difficulty and it will be hard to have the state legislator support the use of human trafficking monitoring units because of the budget.

Strategy: Try to get positive publicity for these units and implement a larger budget and stricter laws concerning human traffickers.

Goals: To overcome a difficult financial economy in the State of California and gain much needed public and private support for these human trafficking monitoring units.

Performance Indicators: For every year for the next five years we would like to develop SMART goals that enable actionable results and allow for more tangible measurements. During the 1st year we would like to have a task force in place that will implement and develop these SMART goals.

Timetable: Within five years we would like to see laws implemented that would make human trafficking and sexual monitoring units mandatory for convicted human traffickers and sexual offenders in the state of California.

Budget/Resource: There will have to be both public and some private support and funding for the human trafficking and sex monitoring units. We will also need public relations to get everything approved.

Issue 4: There has been an issue in setting and understanding the kind of limits that should be set in terms of achieving the goal of the human trafficking and sexual monitoring unit in the state of California.

Strategy: Marketing research in terms of surveys and focus groups and be done in order to effectively judge the limits that should be set.

Goals: To effectively market the product and to properly gage the limits that should be set in implementing these units.

Performance Indicators: Statistically we will measure if our rage is met in two and five years.

Timetable: Setting a range to monitor at least 20 percent of human traffickers and sex offenders in two years time and at least 50 percent of human traffickers and sex offenders in five years time.

Budget/Resource: For this strategy we will need marketing research and case studies. This should take about a year to do and should cost a few thousand dollars. We will have to particularly work towards achieving this goal.

4a. Strategy: When we have these responsibilities assigned it on a timescale, it will be easier to break it down into smaller goals and it will help monitor the results better and more effectively.

It will be essential to obtain public, political, mental health and law enforcement support. The use of public/private ventures or partnerships produces revenue. Federal grant programs and funding are available for the tasks which need to be conducted. Volunteers or those required to perform community service will be utilized. Also, in the area of IT and technology, seeking private or corporate donations for the purchase of equipment will help Safelink. while advertising for the technology companies producing a “win-win” situation for both parties.

In conclusion this strategic management system addressed the goals, key performance indicators, timetables and budget/resource for the strategies of our sex monitoring units in the state of California. This department is looking at monitoring a larger number of offenders. The goals are actionable since the goal will be assigned to the department responsible for tracking and the IT department which will be providing the equipment and the global positioning services necessary for the tracking of human traffickers. As a result of increased profitability we would like to expand the sex monitoring units into other states within 5 years.

Chapter III: Public Sector Management

This chapter deals with voluntary or involuntary human trafficking, its causes and its impacts. Human trafficking is a serious issue and the U.S. authorities need to do their best in order to slow down and ultimately eradicate it. In order to prevent human trafficking, a serious strategy is needed which is explained in this chapter.

Personal Strategy on Human Trafficking which Relates to Management

Human trafficking is a serious problem in the United States. It has been increasing in the recent years and serious efforts are required to meet the issue. People who enter the United States illegally can cause serious problems in the country. Those problems may include: employment problems, economical implications, and problems in data accumulation. Illegal immigrants can take up menial jobs and this may cause employment problems for locals and legal immigrants. Prior to September 11, 2001, United States government efforts at ending terrorism were divided into two separate targets: the involuntary importation of human beings for criminal labor, and the voluntary illegal immigration of persons into the United States, primarily for the purpose of seeking work and sending money earned in the United States back to their family members in their native countries.

The main cause of illegal immigration is the presence of labor markets in developed countries. The net flow of illegal immigration is mainly from lower socioeconomic level countries to countries of higher socioeconomic level (Taylor, 2006). The main cause of illegal immigration is the anticipation of better quality of life in the destination country. People from underdeveloped countries move illegally to developed countries in pursuit of better jobs and

better style of living. The illegal immigrant population in United States in the year 2008 was estimated to be 11 million by Center for Immigration Studies (Preston, 2008). It was proportionately less than the number of illegal immigrants living in the United States in 2007. The number of illegal immigrants has declined but still it is significant, and in order to stop any further illegal immigration, an effective strategy needs to be applied.

Human trafficking is being continually fed by the opportunities being offered by globalization (Taylor, 2006). Globalization has brought so many changes all around the world. It has increased awareness among people regarding the opportunities all around the world. Due to globalization, sources of information have been stretched to unlimited. Only a few decades ago, people were not even aware of the opportunities being provided in their own country. They only knew it randomly by word of mouth or any other rare source, but today, such sources have increased and these are within the reach of almost everyone all around the globe. A majority of the people has access to the Internet and an even bigger number has access to television. Everyone is not only aware of the circumstances of their own country, but they are also updated regarding the circumstances of other countries as well. Such opportunities can lead some uneducated or less aware people in the wrong hands. Human trafficking has increased remarkably since people have started showing interest in moving to other countries in search of opportunities of work. Human traffickers target women, young girls and children, and promise them to send them to a foreign country and provide them jobs. They take a small amount of money and give such girl fake passports and send them to another country. When they reach another country, they are told that they owe the agents who sent them a large amount of money and there is no other way to repay other than indulging themselves in prostitution and such acts. Such women and girls are forced to do so and they are threatened. Traffickers exercise undue

influence by telling such women and girls that they have access to their family members and if such women and girls try to escape, they would cause harm to their family members. Such threats and coercion keep the victims from disclosing the reality and keep them doing as they are told to do. The break up of the Soviet Union has unfortunately created one of the biggest opportunity for human sex trafficking. Most of these small countries are politically unstable and poor. People are migrating constantly in the hope that they can lead a better life (Taylor, 2006).

Impacts of human trafficking in the United States are severe. Human trafficking indirectly accelerates illegal business of drugs, and prostitution. Illegal immigrants who arrive in the United States voluntarily indulge themselves in illegal jobs which are not audited or checked. Thus such jobs accelerate illegal activities and under the table transaction. This scenario affects the overall economic cycle of the country.

Strategy to Prevent Human Trafficking

In order to stop or prevent human trafficking, an effective strategy needs to be developed. The strategy should consider day to day operations of the organizations along with a long term mission of eradicating human trafficking. In order to implement on such strategy, strict security controls would have to be applied all over the United States in order to detect an illegal arrival in the United States. Even if the illegal immigrant is not detected at the time of his/her arrival in the United States, he/she should be detected at several other points. There should be an alliance of all the relevant organization, which include: NGOs, Health Care Organizations, Non Profit Organizations and government authorities. Such alliance should be interconnected and any information regarding human trafficking at any one point should be forwarded immediately to the main authority, and the authority should initiate action immediately to save the victims of human trafficking and to seize the traffickers.

In order to make such strategy practicable and effective, following factors need to be understood and applied:

Development of Tangible Objectives and Strategy

In order to prevent and eradicate human trafficking, the most important step is to design an effective strategy. The strategy should cover day to day objectives as well as the overall mission of the organization. Apart from objectives, a strategy to manage people in case of catastrophic events is also important. In case of human trafficking, catastrophic event might be the significant increase in human trafficking cases, and a large number of reports regarding the suspects of human trafficking. The strategy that can be used to prevent human trafficking is: to apply proper checks at all the points of entry in the country, to monitor each arrival strictly, to evaluate each arrival against the criteria to analyze any possible victim of human trafficking, to update the main authorities at homeland security at continuous basis and to take immediate action against any suspect and to recover the victims. The main strategy can be broken down into several objectives that can be employed by different departments and organizations. Proper checks can be applied by airports and they can be given objectives to scan each arrival strictly. Health Care organizations can be given the objective to report any suspected victim of human trafficking to Homeland Security authorities. Similarly, other departments and organizations can be given relevant objectives that can help in preventing human trafficking.

Tangible objectives are those objectives which can be traced after the strategy is implemented. Tangible objectives can be easily quantified as well. The change observed in the performance of the organization after the implementation of new strategy is quantifiable therefore it can be classified as a tangible objective. Tangible objectives in case of human trafficking should be; to reduce the cases of human trafficking as compared to previous years, to

establish effective validation checks at airports and other means of entry in the country, to increase the number of human traffickers seized, to increase the accuracy and timeliness of the information, and to synchronize different departments in order to acquire accurate information. All these objectives can be acquired by developing more effective strategies. The improvement in the performance can also be easily traced down because all these objectives are quantifiable and the difference in the performance due to these objectives can be seen as a proportion of the overall improvement.

Decision Making and Problem Solving

After the development of strategy, decision making is the most important step. The leader needs to make effective decisions for the implementation of the strategy. In case of human trafficking, leader must make immediate decisions in order to prevent it. In order to make effective decisions, decision makers need to have complete information regarding the scenario (Huitt, 1992). Completeness of information can be ensured by acquiring relevant data from all the departments and then processing the data under one authority. Decisions that are required to be made in such cases might be: to initiate legal action regarding suspected traffickers, to initiate a proper investigation regarding a case, to initiate a new validation check or to approve some procedures to detect human traffickers. Information systems like Decision Support System and Executive Support System can also be used to assist the authorities in making sound decisions. Decision Support Systems are used to generate regular reports and to assist the managers in day to day decisions. The information used by DSS is properly managed. Executive Support Systems are used to assist the personnel in strategic core of an organization. Such decisions are made on the basis of scattered facts and figures therefore ESS utilizes such scattered data and provides the possible actions that can be taken on the basis of that information.

Another factor that is important for the effectiveness of a strategy is problem solving technique used by the organization. In this case, the main problem is human trafficking. Homeland security can use either individual problem solving technique or integrated problem solving technique. According to the strategy designed to prevent human trafficking, more suitable style for problem is integrated technique. In integrated technique for problem solving, an effective solution is sorted out that can help in eradicating the problem for good. All the aspects of the problem are considered and an integrated solution is suggested that can help in eradicating the root cause of the problem. In case of human trafficking, there are so many aspects of the problem. For example; coercion or undue influence on the victims of human trafficking, lack of sufficient monitoring systems, and lack of surveillance to scan the suspects for human trafficking. After looking into the matter, it can be inferred that the root cause for human trafficking in the United States and other countries of the world is the lack of validation checks at all the points of entrance in the country. The problem of human trafficking can be solved to a great extent only if there are strict validation checks. If such checks are applied, human traffickers can also be tracked down and punished and the victims of human trafficking can be offered help or they can be sent back to their countries.

Homeland Security

The Department of Homeland Security holds that the fight against terrorism is a collective effort of a number of government agencies and other entities. Homeland Security emerged after the September 11 attacks and it proved to be useful because of the integration of several organizations and unhindered flow of information. Many government activities were consolidated under the United States Department of Homeland Security. By such consolidation, all departments can work in an integrated way. Any information possessed by any one can be

shared among all the organizations, and in this manner all the organizations can work collectively in a synchronized scheme. Homeland Security is defined as “a concerted national effort to prevent and disrupt terrorist attacks, protect against man-made and natural hazards, and respond to and recover from incidents that do occur”. Homeland Security is not only used to prevent and disrupt terrorism, but it is also used to protect against man-made hazards and to respond to and recover from such incidents. Thus, the scope of homeland security is not confined to terrorism only, but it is wide enough to include the issue of human trafficking as well. Homeland security can be a significant part of the strategy to prevent human trafficking. In the strategy designed to prevent human trafficking, homeland security can provide customized information to specialized authorities that are activated to stop human trafficking. Such customized information can be acquired by homeland security by activating its network to gain access to any information that provides an indication regarding human trafficking. Different departments that can be most useful in this case can be provided objectives to provide any such information on timely basis. For example, Immigration and Customs Enforcement is a part of Homeland Security and already has anti-human trafficking policies which can be developed further. ICE can be used to detect any case of human trafficking and report to its higher authorities. It can evaluate the legality of immigrants by conducting strict checking. There should be monitoring systems in order to identify any victims of human trafficking. In case of voluntary illegal immigration, the department should design evaluation criteria in order to check the validity of passport and other information. If any information is acquired by the Department on the basis of above methods, it should pass such information to higher authorities and relevant departments. Other departments can also match their data with the information received by them and trace such cases. The overall report should be forwarded to the specialized department for

preventing human trafficking. In such manner, homeland security can help in tracing the cases of human trafficking. Another plan by Homeland Security that can help in preventing human trafficking is the Secure Border Initiative. SBI is a comprehensive long term plan to secure America's borders and to reduce illegal migration (DHS, N/A).

Leadership at Homeland Security

Leadership is one of the most important aspects for the implementation of a strategy. The overall strategy must be enforced by influential and powerful figures. A leader is the one who can make it possible to incorporate the strategy in all the tasks done within the organization and to achieve the targeted goals and objectives with the consent of the people. Effective leadership necessitates management skills, principles, and procedures in creating valuable routines that stabilize both the leader and the surrounding organization. The stability is connected to the organization and its production for customers through good leadership and structure. Leadership focuses primarily on people. The capabilities of people help a leader to produce excellent, consistent results and to bring significant change in order to meet the needs of the scenario. Leaders build a compelling and shared vision of the future state of the organization. The vision provided by the leader provides an understanding of the purpose of the organization. Such vision requires a clear set of values which are not enforced as written rules, but are brought about as inspiration. The set of values of an organization are reflected by the actions of the leader, and the people of the organization derive those values from inspiration by the leader's actions. Therefore, in order to be a good leader, a person needs to be inspirational and influential and must also have good communication skills and interpersonal skills. Leadership works in a manner of hierarchy. Leader has the ultimate authority, whereas some authority is delegated to other levels of the hierarchy (Hersey, 1988). Some decision making power is also delegated to

managers at other levels in the hierarchy, but all the significant decisions are either taken by the leader or by other managers with the consent from the leader.

This concept of leadership can be helpful in the implementation of the strategy for preventing human trafficking. Homeland security can create a department with a strong leadership. The leader would be responsible for motivating other personnel in the organization and giving instructions to perform necessary tasks. In the case of human trafficking, synchronization of different departments is important, therefore the leader needs to be a very powerful person so that he may be able to keep all the organizations perfectly synchronized.

The strategy to prevent human trafficking completely cannot be implemented in short term, but it requires continuous efforts. In order to keep the momentum of the strategy and to keep the personnel involved in the implementation of the strategy motivated, leadership is highly important. In order to keep the personnel motivated, the leader will have to show that he himself is motivated to eradicate human trafficking completely. Leader should establish a culture of honesty and hard work, and this can be accomplished by periodic speeches, memos and inter personal communication. The issue of human trafficking is a very sensitive issue, and the personnel employed to deal with this issue need to be qualified for the performance. Therefore, it can be inferred that a powerful leadership in homeland security is an important factor for the implementation of the strategy to prevent and eradicate human trafficking from the United States.

Human Resource Management

Human Resource Management plays the main role in managing personnel in an organization and ensuring that everyone in the organization adheres to the main goals and

objectives of the organization. HRM is also important for establishing harmony between management and the subordinate personnel (Geare, 2006). One of the main objectives of Human Resource Management is to derive the best skills from the personnel employed by an organization. Human Resource Management seeks different ways by which personnel can be motivated. Motivated personnel provide their best efforts in achieving the goals of the organization. One of the factors that are used to motivate personnel in organization is financial incentive. Personnel work harder when they are given bonuses for extra work. They are also motivated when they are given targets and extra incentives if they meet the target. Financial incentives motivate temporarily and soon after a hike in financial incentives, personnel want additional incentives to continue the quality of their work. In order to make the personnel committed to their work for a long time, they need to be given responsibility and authority. More authority can be provided to them by delegating the power of decision making to the personnel, or by asking their opinion on the matter.

In case of human trafficking, Human Resource Management can play an important role. Any strategy cannot be successful unless it is implemented by all the personnel in the organization. Therefore, in order to implement on the strategy to prevent human trafficking, it is important that the personnel are motivated and committed to the goals of the organization. Department of Homeland Security should consider the level of motivation of its personnel and their commitment to the strategy in order to evaluate the success of the strategy to prevent human trafficking.

Personnel in all the relevant departments should be offered incentives if they report cases regarding illegal migrations and human trafficking. Thus, the objective of increased number of seized human traffickers can be achieved. In order to meet the targets, personnel would perform

more efficiently and they would forward any piece of information immediately in anticipation of incentives promised by homeland security. Personnel in Health Care organizations should be provided extra incentives if they report a suspected victim of human trafficking. Similarly, personnel in departments for checking validity of documents should be provided extra incentives if they analyze and report an illegal immigrant or human trafficker. This step can bring some prominent change in the efficiency of performance of the Department of Homeland Security in case of prevention of human trafficking.

Implementation of Strategy

From the above discussion, it can be inferred that human trafficking is a sensitive issue and it needs to be prioritized in order to prevent it. The strategy to prevent human trafficking is to synchronize all the relevant departments and organizations, and to introduce strict validation checks at all the places where possible. In order to implement this strategy, Homeland Security should carry out following steps:

Synchronization of Departments

Department of Homeland Security should synchronize all the relevant departments under its jurisdiction to provide immediate information regarding any case of human trafficking. The departments to be synchronized include all that exercise controls for immigration, for example, departments that ensure the validity of immigration documents, departments that enforce United States immigration and custom laws and departments that enforce civil laws. Health care organizations that work under the jurisdiction of homeland security should also be synchronized. They should provide information regarding any suspect for human trafficking. Health care organization can be of significant importance because if any woman or girl is brought in the

United States illegally and then she is coerced, the case will be observed by some health care organization. which should forward such information to the Department of Homeland Security.

Use of Information Systems

In order to prevent human trafficking and to detect any traffickers, Department of Homeland Security should utilize information system to gather data from all the synchronized departments and organization. Such information system should be integrated in such a manner that it receives data on a real time basis so it can be utilized to make decisions regarding the prevention of human trafficking and to take immediate actions to seize human traffickers.

Such information system should be designed in such a manner that data entry at any of its terminals in any of the listed organizations should be updated in the main system in the Department of Homeland Security. In this manner, it would be easy for the DHS to make decisions on timely basis.

Problem of Human Trafficking

Human trafficking is a serious issue because it becomes the basis of other crimes and illegal work. The strategy that can be applied to prevent human trafficking is to synchronize all the relevant departments, to gather all the relevant data from such departments and to update it to Homeland Security on timely basis, and to apply concepts of information systems and HRM in order to bring about some efficient results.

Chapter IV: The United States Constitution

Human trafficking is a problem that knows no borders. The United States Constitution offers specific protections against human slavery that is vital to prosecuting those responsible. The problem goes beyond our borders and sometimes makes it difficult to apply U.S. law to dismantling these criminal enterprises. The Constitution is a dynamic document that adapts to

changing times as it did to eventually outlaw slavery in the United States despite its entrenchment as an institution. Lessons learned from the American experience may be applied to developing countries, particularly those in Africa, that have a long and ugly history of human trafficking.

The Thirteenth Amendment to the Constitution specifically protects people from human slavery in the United States: *“Neither slavery nor involuntary servitude, except as a punishment for crime whereof the party shall have been duly convicted, shall exist within the United States, or any place subject to their jurisdiction”* (Mount, 2010).

For prosecuting those who profit from human trafficking, authorities use the Constitution along with the Penal Code, the Immigration Act, the Labor Relations Act, the Employment Act and the Money laundering, Proceeds of Crime and Financing of Terrorists Act.

The Constitution prohibits slavery, guarantees fair and safe labor practices, fair remuneration, protects children from exploitation, protects women from sexual abuse and violence and prohibits torture and cruel and inhuman treatment (Clawson, et al. 2006).

The Penal Code offers several statutory protections against forced labor, unlawful detention, wrongful confinement, prohibits prostitution, prohibits child stealing, prohibits sexual assaults and prohibits obtaining labor under false pretenses (Clawson, et al. 2006).

Part of the Thirteenth Amendment indicates that the United States is responsible to prevent slavery in some areas overseas that fall under American jurisdiction. The amendment also gives Congress the power to pass legislation to prevent slavery. The Thirteenth Amendment was passed by the U.S. Senate on April 8, 1864, by the House on January 31, 1865, and ratified on December 6, 1865 (Mount, 2010).

The Constitution itself never mentions slavery as an institution' Article I, section 9 of the document does refer to slaves as "*such persons.*" In Article IV, Section 2, the authors referred to "*a person held to service or labor.*" Slavery was a solidly established institution in the United States by the time the Constitutional Convention occurred in 1787. In the census conducted in 1790, 18 percent of the population consisted of slaves (Mount, 2010)'

The Articles of Confederation, which were a forerunner to the Constitution, does not mention slavery at all. There was no great impetus for abolishing slavery and the mercantile culture of the era required much manual labor that was being performed by slaves in fact. Many prominent statesmen and thinkers of the era like Patrick Henry, John Jay and Oliver Ellsworth disapproved of slavery as an institution, yet were powerless to stop the practice (Mount, 2010). This was because the Constitutional Convention was attended by representatives from all of the colonies and states including the South. Slavery was the means by which the South prospered and it was assumed that agriculture could not succeed without slave labor. Even though slaves were not cheap, they cost less than hiring people to do the same work. Cultivating and harvesting cotton, tobacco and rice had slaves working in the fields from sun-up to sundown. Without the new country guaranteeing slavery, the Southerners threatened to form their own nation (Mount, 2010).

The Constitution is a dynamic document, adapting to the changing nature of society while preserving basic human rights. The country was slow to adapt the principles of equality and opportunity to black people in the early years. In 1896, the United States Supreme Court declared in *Plessy vs. Ferguson* that separation of races was legal as long as the facilities provided were equal. The decision had the effect of validating Jim Crow laws that became a part of segregationist policies throughout the South. Every state that belonged to the former

Confederacy had a set of Jim Crow laws in place by 1910. The idea was to support a “separate but equal” social posture and to keep whites and blacks physically separated (Fallon, 2004).

The Fourteenth Amendment was adopted in 1867 over the objections of most of the Southern states. Its intention was to grant citizenship and to protect the civil rights of newly freed slaves by prohibiting states from denying or abrogating the privileges or protections of the United States. It also prohibits institutions from depriving any person of life, liberty or property without due process of law or denying anyone equal protection under these laws (Fallon, 2004).

The Supreme Court eventually began to view cases involving segregation as contrary to the Fourteenth Amendment and the Jim Crow laws began to be dismantled, state-by-state and case-by-case. White militancy in opposition to these desegregation rulings became so intense, the National Guard was used to integrate federal law. The Constitution and its amendments were finally being taken seriously and by the mid-1960s, the Civil Rights Act and the Voting Rights Act were passed and ended legalized segregation forever (Fallon, 2004). Its ugly legacy will remain embedded in American history as long as people still judge others by their race.

Some Americans would like to extend the Constitutional Amendment mandates to international interests. Human trafficking from poor and oppressed foreign lands to Western countries is still a problem. According to the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, slavery is defined as: “illegal trade of human beings, through abduction, the use or threat of force, deception, fraud, or ‘sale’ for the purposes of sexual exploitation or forced labor” (Salett, 2007).

Given the legal protections and human revulsion toward the concept of human trafficking that have evolved from American Constitutional law, it is shocking that slavery still exists in 127 countries throughout the world today, even in civilized Western countries like the United States. According to Salett (2007), estimates place human trafficking as the second most lucrative illicit enterprise in the world behind only drugs. The International Labor Organization estimates worldwide profits to be around \$44.3 billion. Throughout the world, the most egregious violations occur in agriculture, mining and forced prostitution. Too often children are the victims of these enterprises through debt obligations, treachery or domestic servitude. Young women and children are particularly vulnerable for exploitation by the sex trade. People who cannot find jobs to support their families provide victims for today's slave traders. Unscrupulous traders recruit from extreme poverty while the Western demands for marketable sex and cheap products create lucrative international markets for victims of slave traders.

In the United States, the Trafficking Victims and Violence Protection Act (TVPA) became law in October of 2000. The law specifically addressed issues in human trafficking and enabled the federal government to prosecute human traffickers, offered protective services for victims and prevention strategies for the future. In 2003, the law was expanded to eliminate the requirement that a victim between the ages of 15 and 18 must cooperate with prosecutors to obtain their T-visa (Salett, 2007).

It may be difficult to apply the law to some perpetrators. Determining whether a victim has been smuggled or trafficked as a slave can be a complex process. Authorities use three factors to make this determination: the use of force or threats, fraudulent recruitment or coercion. Slave traders recruit their victims through phony employment opportunities, advertisements, front businesses or abduction. The people who traffic others may be their neighbors, friends,

local businessmen or even families, but there is an increase in crime syndicates getting involved sometimes with the corrupt involvement of local authorities. There may be several intermediate from the first point of contact to the final destination for the slave. The transporters use various means to keep them under control including physical restraints, isolation from the public, confiscation of their identity papers, threats against their families or fear of imprisonment and control of their money (Salett, 2007).

People in the receiving countries can be vigilant for spotting and reporting slave traffickers. If there are an inordinate number of people living in a cramped space who have recently arrived from overseas and do not speak the language well, it should raise alarms. These people are usually unable to speak to others alone, do not have control of their money or papers, have bruises or a depressed and subdued demeanor and are unable to move or leave. Social workers should be alert for such conditions and assist those who may be victims since they come into regular contact with populations vulnerable to exploitation. Employees involved in housing administration and code enforcement may also become involved with victims and perpetrators of human trafficking (Gordon, 1989; Salett, 2007).

Issues of privilege, power and oppression vary between different cultures and will play a part in the relationships law enforcement develops with victims of human trafficking. Sympathy for the horrid conditions and the awful journeys they often live through along with an understanding of their cultural, economic and social standing are essential to effectively helping these victims. Victims are often hesitant to discuss their situation because of distrust, fear and shame of the stigma attached to sex slaves and the degradation of their captivity (Gordon, 1989).

In the United States, social workers become key access points for discovering victims of human trafficking and bringing the public services of the welfare and health care systems into

play. They must also assist in identifying those who may be trafficking people by asking good questions and watching for clues that may indicate threats or coercion into forced labor. These victims may be experiencing psychological problems that can influence their responses to anxiety and danger. These issues make it difficult to address the victim's needs and overcome their fears (Salett, 2007).

Discovering victims of human trafficking and enabling their escape is a complex problem of cultural clashes, managing fear, language barriers, dealing with the fear of repercussions against their families by their traffickers and a lack of knowledge of available services. Many fear they may be deported as illegal if they refuse to testify against their traffickers in court. Educating victims about their rights and potential advocates is another role of the social worker (Salett, 2007).

It becomes increasingly difficult to apply United States laws to a global problem like human trafficking. Human trafficking has exploded because of the internet and better communications through technology like cell phones, which spread information quickly, anonymously and make victims available to international predators and traffickers. Sex tourists feed off electronic communications and have now become part of one of the world's largest businesses. Sex tourism is now a part of the economy of some poorer nations like Thailand and the Philippines. These industries treat human beings as chattel to be captured, bought, sold and shipped overseas for money. Some victims are acquired through debt obligations whereby a powerful person coerces victims to work off a debt, real or contrived. Others are captured during the chaos of wars or civil strife. Many are captured or coerced from refugee camps during armed conflicts (Salett, 2007).

In the past fifteen years, technological and political developments throughout the world have created large numbers of poor, transient populations. Changing political and economic conditions have brought people from the country into large urban areas without jobs or assets. These people are particularly vulnerable to exploitation as desperation helps to fill the quotas of unscrupulous predators and traffickers from the West. The Internet helps facilitate recruitment and sales. Government corruption in developing countries ignores the human enslavement or is powerless to stop it (Salett, 2007).

Transporting illegals is always dangerous and many of the child slaves will die en route to their Western destinations. Slave traders must pay the fares and feed the children for the trip along with bribing officials and guards as they cross borders. The children receive no pay for their services and are obligated to the slave traffickers or the person who buys them. They usually work very hard all day and must pay off money owed for their transportation to the slave market. They live in squalid barracks and are unable to visit with their families. Many escape from their employers and are unable to return home since their families sold them, so they are forced into living on the street and working menial jobs, begging or prostitution (Gordon, 1989).

The subject is important. It is amazing that profit will drive some people to such extremes of violence and cruelty. Human enslavement has been an abhorrent activity since Biblical times and it should be eradicated throughout the world. Unfortunately, where there is money to be made, some people will resort to anything.

Unfortunately, the slave trade is thriving still in West Africa. Slave traders are transporting human cargo along the same trading routes, using trucks and aircraft instead of camels and forced marching. According to The Anti-Slavery Society, slave trading occurs in most of the states of sub-Saharan West Africa where children are kidnapped or bought for \$20 to

\$70 each in the poorest African nations like Benin and Togo. They are then sold as sex slaves or household servants for \$350 each in the oil-rich states of Nigeria or Gabon. Cruel slave traders still use whips or drugs to control the children they market, who are treated abominably and denied normal childhood activities like school or play (BBC News, 1999).

Their transport is always dangerous and many of the child slaves still die en route to Western countries. Slave traders must pay the fares and feed the children for the trip, along with bribing officials and guards as they cross borders. The children suffer endlessly.

While not under the jurisdiction and control of United States laws, the international human trafficking business creates problems here and abroad. A lucrative marketplace here enables today's market for humans to thrive and destroy African societies. Throughout history, greedy traders who deal in human chattel have decimated the African population. Even though large African societies like Dahomey, Asante and Benin prospered from the slave business, the abolition of the slave business meant the quick downfall of these empires (Gordon, 1989). The massive loss of the strongest members of the population means severe devastation of the economy and social advancement of West Africa. The destruction of the family and social units resulted in a permanent weakening of the social fabric from which the area has never recovered. The ugly tradition of human trafficking continues to this day in the region.

The United States Constitution had to evolve before it made human trafficking completely illegal in the United States and evolved further to eventually make segregationist policies illegal. Perhaps someday the rest of the world can find the political strength and legal solidarity to make these crimes punishable by international laws and enforcement agencies strong enough to eliminate the ugly business forever.

Chapter V: Public Sector Policy Analysis

This chapter explores program evaluation on human trafficking. The chapter incorporates strategies of dealing with human trafficking into a program evaluation. With coordinated efforts, a program evaluation through international, federal and state collaboration could prevent and punish exploitation while protecting victims should be launched. Human trafficking is modern day slavery and is the fastest growing criminal industry in the world. It is the recruitment, transportation, harboring, or taking of persons by means of threat, force, coercion, abduction, fraud, or deception for the purpose of exploiting them. The United Nations estimates that 2.5 million people are trafficked annually. It deprives people of their human rights and freedoms, it is global health risk, and it fuels organized crime (Holcomb & Holcomb, 2010). Various programs have been implemented and failed due to internal and external factors. However, coordinated efforts from previous programs along with having successful statistics of new programs are being introduced.

What internal and external factors are more prevalent than others for launching newer programs? Will statistics illustrate victim survival or fatality using the newer program? What would be the best program evaluation suited in strategically combating human trafficking? Specifically, the program evaluation into deterring, combatting and preventing human trafficking globally involves numerous aspects. Program evaluations answer very important questions and verify whether or not services can likely be delivered and managed appropriately. Evaluations judge the impact of the services provided on patients and/or victims so as to improve the delivery mechanism to be more efficient, and less costly. They employ verification, clarification of goals and outcomes into management planning, improved public relations, established

program comparisons for retention, produce data with verified results for promotion towards improved services within communities, and examine potential, strong replication for services elsewhere. In this research, human trafficking through exploration into internal and external strategies, coordinated efforts among partners, and statistics of survival tactics into concentrated program planning is examined.

Human Trafficking

Human trafficking is a crime against humanity. It involves an act of recruiting, transporting, transferring, harboring, or receiving a person through use of force, coercion, or other means, for the purpose of exploiting them. Every year, thousands of men, women and children fall into the hands of traffickers in their own countries or abroad. Every country in the world is affected by trafficking, whether as a country of origin, transit or destination for victims. The United Nations Office on Drugs and Crimes (UNODC), as guardian of the United Nations Convention against Transnational Organized Crime (UNTOC) and their protocols assists states in the efforts to implement the Protocol to Prevent, Suppress and Punish Trafficking in Persons (UNODC, 2011).

Article 3, paragraph (a) of the Protocol to Prevent, Suppress and Punish Trafficking in Persons defines Trafficking in Persons as the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs (UNODC, 2011).

The Protocol to Prevent, Suppress and Punish Trafficking in Persons defines Trafficking in Persons, based on the above definition, gives three essential elements: The Act (What is done) meaning an actual recruitment, transportation, transfer, harbouring or receipt of persons; The Means (How it is done) meaning the actual threat or use of force, coercion, abduction, fraud, deception, abuse of power or vulnerability or giving payments or benefits to a person in control of the victim; and The Purpose (Why it is done) for the purpose of exploitation, which includes exploiting the prostitution of others, sexual exploitation, forced labour, slavery or similar practices and the removal of organs (UNODC, 2011).

The definition contained in article 3 of the Trafficking in Persons Protocol is meant to provide consistency and consensus around the world on the phenomenon of trafficking in persons. Article 5 therefore requires that the conduct set out in article 3 be criminalized in domestic legislation. Domestic legislation does not need to follow the language of the Trafficking in Persons Protocol precisely, but should be adapted in accordance with domestic legal systems to give effect to the concepts contained in the Protocol (UNODC, 2011).

In addition to the criminalization of trafficking, the Trafficking in Persons Protocol requires criminalization of the attempts to commit a trafficking offense, participation as an accomplice in such in offense, and organizing or directing others to commit trafficking (UNODC, 2011).

National legislation should adopt the broad definition of trafficking described in the Protocol. The legislative definition should be dynamic and flexible so as to empower the legislative framework to respond effectively to trafficking which occurs both across borders and within a country for a range of exploitative purposes, not just sexual exploitation, and victimizes children, women and men and takes place with or without the involvement of organized crime groups (UNODC, 2011).

External and Internal Strategies

External Strategies

In offering help to program planning, UNODC assisted states in drafting laws and comprehensive anti-trafficking strategies. States have received specialized assistance in the development and implementation of local capacity, expertise and/or intelligence as well as practical tools to encourage cross-border cooperation for investigation and prosecutions.

Program and/or major evaluations aim to assess the overall impact and provide feedback and information to management through recommendations, lessons learned and best practices. Project evaluations emphasize impact, accountability and improving performance at the project level. A program evaluation depends on what information is needed in order to make major decisions.

For example, Mamaroneck Emergency Medical Services (MEMS) provides dependable, immediate emergency medical assistance to those in need. MEMS provide communities with emergency medical care in the realm of needed decision-making as a program assessment and/or evaluator into human trafficking.

Another example is the Independent Evaluation Unit (IEU) which leads, plans, coordinates and undertakes evaluations of UNODC programs and projects. The Unit provides substantive guidance and support for all evaluation activities in order to promote the use of evaluation results and best practices to improve program and project performance, as well as outcomes and impacts. The Independent Evaluation Unit provides independent accountability for resources entrusted to UNODC. It also provides advice to senior management on evaluation issues (UNODC, 2011).

Another example is Department of Justice (DOJ) Human Trafficking Task Forces which facilitates a multidistrict contact and cooperation in sex trafficking cases. The U.S. Department of Justice funded 42 jurisdictions and 36 trafficking victim services providers to form human trafficking task forces to identify and rescue victims of trafficking by proactively investigating such cases (Mossey, 2009).

The task force brought together federal, state and local law enforcement and victim services organizations to investigate all forms of human trafficking and assist the victims. The task force provided agencies with training and other materials to assist in identifying sex trafficking cases and victims. Many law enforcement agencies have formed their own human trafficking task force or working group of officers from local jurisdictions to better coordinate operations (Mossey, 2009).

Internal Strategies

Each program evaluation has two main purposes: learning and development, and accountability. In the continuing effort to improve programs which combat human trafficking, funders, policymakers, and service providers are increasingly recognizing the importance of rigorous program evaluations. They want to know what the programs accomplish, what they cost, and how they should operate to achieve maximum cost-effectiveness. They want to know which programs work for which groups, and they want conclusions based on evidence, rather than testimonials and impassioned pleas.

For example, the logic model in program evaluation describes the program, the intended outputs and the intended outcomes. Additionally, improved statistics on intermediate outcomes and the long-term development and planning should be included (Wholley, 1994).

Performance monitoring should provide information on: 1) key aspects of how a system or program is operating; 2) whether, and to what extent, pre-specified program objectives are being attained (e.g., numbers of people or targets captured and removed from captors); and 3) identification of failures to produce program outputs, for use in managing or redesigning program operations. Performance indicators can also be developed to monitor service quality by collecting data on the satisfaction of those captured, and report on program efficiency, effectiveness, and productivity by assessing the relationship between the resources used (program inputs) and the output and outcome indicators (Wholley, 1994).

Coordinated Efforts among Partners

The U.S. government has not yet established an effective mechanism for estimating the number of victims or for conducting ongoing analysis of trafficking-related data that resides within government entities (GAO, 2006). While federal agencies have undertaken anti-trafficking activities, the U.S. government has not developed a coordinated strategy for combating trafficking abroad or developed a way to gauge results and target its overall assistance (GAO, 2006)

However, the U.S. government has established coordination mechanisms, but they do not include a systematic way for agencies to clearly delineate roles and responsibilities in relation to each other, identify needs, or leverage activities to achieve greater results. Additionally, the U.S. government has not established performance measures or conducted evaluations to gauge the overall impact of anti-trafficking programs abroad, preventing the U.S. government from determining the effectiveness of its efforts or adjusting its assistance to better meet needs (GAO, 2006).

Although statistics are not illustrated specifically, the program has increased global awareness, encouraged government action, and raised the risk of sanctions against governments which do not make significant efforts to comply with the standards; the lack of statistics lessen the report's credibility and usefulness as a diplomatic tool (GAO, 2006).

On the other hand, DOJ and the Department of Homeland Security (DHS) have begun efforts to prevent human trafficking through obtaining credible statistics. To ensure that traffickers are caught and punished and victims protected, Congress passed the Trafficking Victims Protection Act of 2000 (TVPA), which was subject to reauthorization in 2009. DOJ and DHS led federal investigation and prosecution of trafficking crimes. As requested, this report discussed (1) key activities federal agencies had undertaken to combat human trafficking crimes, (2) federal efforts to coordinate investigations and prosecutions of those crimes; and (3) how the Bureau of Justice Assistance (BJA) supported federally funded state and local human trafficking task force (GAO, 2006).

At the GAO level, Robert N. Goldenkoff, recommended that action be taken to ensure that the U.S. government maximizes its ability to enforce laws governing trafficking. The Attorney General and the Secretary of Homeland Security should, in conjunction with the Secretaries of Labor, State and other agency heads deemed appropriate, develop and implement a strategic framework to coordinate U.S. efforts to investigate and prosecute trafficking. At a minimum the framework should define and articulate a common outcome; establish mutually reinforcing or joint strategies; agree on roles and responsibilities; and establish compatible policies, procedures, and other means to operate across agency boundaries. These recommendations were updated as of September 2010 from GAO to the affected agencies: DHS, DOJ and the Office of the Attorney General (GAO, 2011).

Agencies have also sponsored outreach and training to state and local law enforcement, nongovernmental organizations, and the general public through a toll-free complaint line, newsletters, national conferences, and model legislation. Finally, some agencies have established special units or plans for carrying out their anti-trafficking duties (GAO, 2006).

Statistics of Survival Tactics

Since the enactment of the TVPA in 2000, federal agencies have (1) investigated allegations of trafficking crimes, leading to 139 prosecutions; (2) provided training and implemented state and local initiatives to support investigations and prosecutions; and (3) established organizational structures, agency-level goals, plans, or strategies (GAO, 2006).

Federal agencies have coordinated across agencies on investigations and prosecutions of trafficking crimes on a case-by-case basis, determined by individual case needs, and established relationships among law enforcement officials across agencies. For example, several federal agencies worked together to resolve a landmark trafficking case involving over 250 victims (GAO, 2006).

The U.S. State Department has estimated that 80% of internationally trafficked victims are female and 70% are trafficked into the sex industry (U.S. Department of State, 2005). The International Labor Organization has estimated that at any given time, 12.3 million people are in forced labor, bonded labor, forced child labor, sexual servitude, and involuntary servitude (International Labor Organization, 2005). Other estimates of global labor exploitation range from 4 million to 27 million (U.S. Department of State, 2006, 2007).

Initial estimates cited in the TVPA suggest that approximately 50,000 individuals are trafficked into the United States each year. This estimate was subsequently reduced to 18,000–20,000 in the U.S. Department of State's June 2003 *Trafficking in Persons Report*, and in its

2005 and 2006 reports, altered again to an estimate of 14,500–17,500 individuals (U.S. Department of Justice, 2006).

According to official administrative data, since 2001, the U.S. Department of Justice has prosecuted 360 defendants in human trafficking cases, and secured 238 convictions (U.S. Department of Justice, 2007).

Additionally, as of June 2007, 1,264 foreign nationals (adults and children) have been certified by the U.S. Department of Health and Human Services as victims of human trafficking, eligible to receive public benefits. Of these, 1,153 are adults, 69% of which are female. Of the 111 minor victims certified, 82% were female. Some victim service providers and NGOs do not consider these figures representative of the actual number of human trafficking victims in the country. They believe that many victims go unreported because they do not want to cooperate with law enforcement and, therefore, are never reported to authorities or receive Federal assistance (Caliber Associates, 2007). Despite increased attention to the problem of human trafficking into, and most recently within, the United States, knowledge and understanding of the issue remains fairly limited (Albanese, Donnelly, & Kelegian, 2004; Derks, Henke, & Vanna, 2006).

Finally, the challenges associated with combating human trafficking and protecting victims are overwhelming but manageable. Ongoing communication with existing programs, development and assessment of their activities will likely offer valuable lessons for the field.

Chapter VI: Comparative Government Strategy to Combat Human Trafficking in Nigeria

The ACME Corporation has been contracted to work as a talent agency in Lagos, Nigeria, representing people in the film industry. This paper is a strategic plan to keep potential workers in the Nigerian film industry from exploitation by terrorists who also serve as human traffickers. Kidnapping of young women and boys for sexual exploitation is a growing problem in Nigeria as is the problem of slavery in Africa and the Arab world. There are myriad cultural and social circumstances that contribute to this abhorrent practice and the ACME Corporation is determined to protect its employees from being caught up in the world of human trafficking for sexual purposes. This is our proposed strategic plan to combat abductions and human trafficking.

The Country:

Nigeria is Africa's most populous country and home to some 155,215,573 people; it is rich in natural gas, petroleum, tin, iron ore, coal, limestone, niobium, lead, zinc, and has a substantial amount of arable land (CIA, 2010). It is most often thought of as a poor nation, although rich in oil. It is exploited by corrupt governments and the backward nation stigma of West Africa. The glamour world of filmmaking in places like Hollywood seem a world away, yet the movie business flourishes in this country.

Nigeria's economy is hampered by foreign exploitation of natural resources, civilian poverty, austere government budgets, and internal fighting among political and military factions. The population also faces serious problems with a lack of government stability, crumbling infrastructure and high unemployment. The Nigerian economy is primarily centered on agriculture, which has only recently been participating in open market policies and activities. Other important elements of the country's economy include development of mineral resources and related trade and the movie industry (CIA, 2010).

Seeking to define the nation of Nigeria involves an analysis of different tribal groups within the country's borders. Language is one of many factors that may determine who belongs to a nation or those who would live within a nation-state. Language is a good indicator of a person's nationality. Nigeria's citizens are ethnically comprised of Hausa and Fulani 29%, Yoruba 21%, Igbo (Ibo) 18%, Ijaw 10%, Kanuri 4%, Ibibio 3.5%, Tiv 2.5%. Half of the country is Muslims, about 40% are Christian and 10% have indigenous tribal beliefs. The official language of the nation is English, an influence of British colonialism, but over 500 other regional languages and dialects are spoken, including Hausa, Yoruba, Igbo (Ibo) and Fulani. (CIA, 2010)

In 1992, “Living in Bondage,” Kenneth Nnebue’s documentary movie was the first Nollywood blockbuster that actually changed the impact Nollywood had on the international film industry. Currently, some 300,000 people work in the business. Shot straight-to-video, the film began a trend that more filmmakers followed and the Nigerian film industry jumped into world prominence with a host of quality films made on shoe string budgets(Barrot, 2009). Early attempts at filmmaking were designed to generate profits with low budget videos that could be presented by local television stations.

The Terrorist Threat:

Given the substantial commerce in filmmaking, it is relatively easy to entice young people into slavery or sexual exploitation by offering them work in the movie business. Given the legal protections and human revulsion toward the concept of human trafficking, it is shocking and almost unbelievable that slavery still exists in 127 countries like Nigeria throughout the world today. According to Salett (2007), estimates place human trafficking as the second most lucrative illicit enterprise in the world behind only drugs. The International Labor Organization estimates worldwide profits to be around \$44.3 billion. Throughout the world, the most egregious violations occur in agriculture, mining and forced prostitution. Too often, children are the victims of these enterprises through debt obligations, treachery or domestic servitude. Young women and children are particularly vulnerable for exploitation by the sex trade. People who cannot find jobs to support their families provide victims for today’s slave traders. Unscrupulous traders recruit from extreme poverty while the Western demands for marketable sex and cheap products create lucrative international markets for victims of slave traders.

Government strategies to combat human trafficking

The Nigerian government prosecutes human trafficking under the Palermo Protocol, but deals with the problem more from a prostitution and sex perspective than in issues dealing with child labor. For all its limitations, the Nigerian system of laws has enabled the government to effectively prosecute cases of human trafficking with ramped up efforts in recent years.

Government corruption often hampers efforts to capture and prosecute wealthy perpetrators who may sometimes bribe local officials to turn a blind eye to the problem.

In addition to its military presence, the United States seeks to win the hearts and minds of the people when developing counter terrorism strategies for Nigeria and the Middle East. As an American Corporation ACME will support and comply with all governmental efforts to combat human trafficking and terrorist activities. Traditional counterinsurgency military tactics have proven costly and marginally effective, as more and more young people seek identification with Middle Eastern groups that the U.S. deems terrorists. This phenomenon has been spreading to Nigeria.

Terrorism is a dynamic activity that changes in response to political and economic events around the globe. State-sponsored terrorism has been recently eclipsed by religiously-inspired terrorists with ambitions of becoming martyrs and the promise of glorious rewards in the afterlife. The latest manifestation of religious motivation is inspired by the 1979 revolution that transformed Iran into an Islamic republic that continued to use and support terrorism as a means of propagating its ideals on an international level. Their inspiration led to the terrorists who flew the airplanes into buildings on September 11, 2001 and also claimed to be religiously motivated. Their tactics have been employed worldwide from the Tokyo subway Sarin attack in 1995 to the 2005 multiple bombings in London. (Matza, 2009)

Problems with combating human trafficking

It is often difficult to determine whether a victim has been smuggled or trafficked as a slave and enforcement of laws can be a complex process. Consequently, it may be difficult to apply the law to some perpetrators. Authorities use factors to make this determination: the use of force or threats, fraudulent recruitment or coercion. Slave traders recruit their victims through phony employment opportunities, advertisements, front businesses or abduction. It is difficult to trust anyone who comes into contact with the victims. Victims may be abducted or trafficked by their neighbors, friends, local businessmen or even families. Recent developments also indicate an increase in organized crime involvement, at time with the corrupt complicity of local governments. There may be several intermediate handlers from the first point of contact to the final destination for the abducted people. The captors use various means to keep them under control including physical restraints, isolation from others, confiscation of their documents and identity papers, threats against their family members or fear of imprisonment and control of their funds (Salett, 2007).

Although it is not the normal course of events in Nigeria, people in receiving countries can be vigilant for spotting and reporting human traffickers. Places where an inordinate number of people are living in a crowded and unsanitary environment and who may have recently arrived from foreign lands and do not speak the language well, should raise suspicions. These victims are usually not permitted by their captors to speak to others, do not have control of their money or paperwork, have visible signs of injuries or a depressed and subdued demeanor. They are usually not permitted to move or leave their situations. Everyone at ACME should be vigilant for such conditions and report those who may be victims since our efforts often come into contact with people vulnerable to exploitation (Gordon, 1989; Salett, 2007).

In African societies, matters of privilege, power, employment and oppression vary among different cultures and will play a role in the relationships law enforcement develops with victims of human trafficking. It is important to show sympathy for the horrid conditions and the awful journeys they often live through along with an understanding of their cultural, economic and social standing. Victims are often reluctant to discuss their problems because of fear, distrust and shame of the stigma involving sex slaves and the degradation of their captivity (Gordon, 1989).

Many African societies place give credence to superstition and societal roles play a larger part in the learning process. Cultural assimilation is neither easily achieved nor always desirable, but it makes it more difficult for Western cultures to educate Africans with Western methods and expectations (Semali, 1999). ACME Employees should make a greater effort to understand these local cultures and consider them when watching for abductions or exploitation.

Identifying victims of human trafficking in Nigeria is a complex problem of cultural clashes, managing fears, language barriers, dealing with the fear of repercussions against their families by their traffickers and a lack of knowledge of available services. Many fear they may be deported as illegals if they refuse to testify against their traffickers in court. Educating victims about their rights and potential advocates is another effort ACME will embrace.

Human trafficking has grow enormously due to technological improvements in communication and media like the Internet and cell phones, which spread information quickly, anonymously and make victims available to international predators and traffickers. Sex tourists use electronic communications to build an underground industry that has now become part of one of the world's largest black market businesses. These heinous enterprises consider human beings to be no more than commercial property to be abducted, bought, sold and shipped

overseas for profit. Some victims are acquired through debt obligations whereby a powerful person coerces victims to work off a debt, real or contrived. Others are captured during the chaos of wars or civil strife. Many are captured or coerced from refugee camps during the armed military coups of which Nigeria has seen so many.

ACME strategies to combat human trafficking in Nigeria

- Develop a broad system of support to combat abductions and trafficking.
- Promote public awareness. The more people and agencies involved in disseminating information, the greater the likelihood of success.
- Use a diversity of activities to promote awareness. ACME Corporation's campaign should be disseminated to include the public by using a variety of media and methods to connect to individuals and businesses that will help our cause. Use of films, posters, placards, political events, lobbying government authorities, speeches to institutions, informational pamphlets and flyers, research studies and other appropriate means of propagating our message.
- ACME must portray an accurate and concise message in awareness campaigns. Testing a message through focus groups and media research will help refine the message and make it ubiquitous in Nigerian life. We must tailor our message to the language and customs of the people of Nigeria.
- Develop an interactive website that offers information, help and other resources to the public.

The slave trade is thriving still in West Africa despite international efforts at ending it. Human traffickers are still transporting human cargo along the same trading routes that the ancients used, only now they have the benefit of modern vehicles and aircraft instead of camels and forced marching. According to The Anti-Slavery Society, slave trading occurs in most of

the states of sub-Saharan West Africa where children are kidnapped or bought for \$20 to \$70 each in the poorest African nations like Benin and Togo. They are then sold as sex slaves or household servants for \$350 apiece here in Nigeria or Gabon. Barbaric human traffickers still use brutality or drugs to control the children they exploit and send to market, where they are treated horribly and denied even basic childhood activities like an education or time to play (BBC News, 1999).

Chapter VII: International Human Rights

During the times of growing international relations and globalization, the economic disparities among countries and regions has become significantly obvious, and slavery gets renewed attention. People are being exploited as money-generating commodities moved inside and across borders. This form of slavery is known as trafficking in human beings (THB). Numerous countries have followed specific protection mechanisms for victims of trafficking yet victims often do not receive sufficient protection. The illegitimate aliens who are victims of THB can take advantage of these special protection mechanisms if and for so long as they work with the judicial authorities in the criminal proceedings. Because this process is not suitable, and a new approach is required such as having extremely stiff penalties against human traffickers.

This paper will provide information about satisfactory protection of victims of trafficking. Attempts are made to provide information regarding a thorough human right-based approach to THB.

Definition

The first internationally accepted definition of THB which is provided by the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Specifically Women and Children (the Palermo Protocol) defines THB as the recruitment, moving or reception, of a person under coercive or deceptive conditions for the purpose of exploitation. If a victim under the age of 18 is involved, the use of a coercive or deceptive means is not necessary in order to call such conduct trafficking. The exploitation can take place in any socio-economic sector in

which labor or services might be exacted from people. Regardless of the different activities (e.g., recruitment, transfer, harboring) and means (methods of force or deceit) that can be used in the process of THB, and irrespective of the economic branches it may be focused on, the core element of THB is exploitation.” Exploitation is defined in the Palermo Protocol as including “the prostitution of others or other forms of sexual exploitation, forced labor or services, slavery or practices similar to slavery, servitude or the removal of organs” (Palermo Protocol).

Scope of Definition

The THB is handled by the international community as human rights violation. Therefore, we can conclude the THB is a form of abuse that is significant emotional and physical manipulation which is excessive in nature. These are apparently human rights violations of the fundamental freedom of the human beings.

Limitation of the freedom of choice, liberty and movement of the individual puts a person in a vulnerable position. Abuse of people that is not excessive in nature and does not by itself result in human rights violations can, obviously, still represent criminal behavior that needs to be resolved, possibly under criminal law.

Causes of trafficking in human beings

THB takes place because of demand and supply, “for services, for labor, or for body organs, in conjunction with an unequal distribution of wealth, job opportunities for the people” (Ruggiero, 1997). Both the scenario in the country or region of origin and also the situation in the country or region of desired destination perform a role in THB. Besides victims which are kidnapped or sold by others and delivered into a situation of exploitation, most of the time people actually make themselves available to others that become traffickers, due to their desire to

avoid issues in their region of origin and because of attraction of factors in the destination. Usually, there exists a very delicate interaction of factors and certainly, the victims are unaware of the possible exploitation. Push factors which cause an individual to wish to leave a home area involve living conditions, which are “mostly based on the economic situation and facets in the country of origin of the victim, for instance an unequal distribution of wealth, unequal opportunities on the labor market, and geographical or political situations. Personal conditions and motives of the person also play an important role. This concerns such circumstances as an unstable family situation, an ambitious attitude, the need to earn money, or simply the need to survive” (L. Lap-Chew and M. Wijers, 1997). Specifically for females in several countries, there are further factors centered on such historically or culturally identified factors as a subordinate positions to males, possessing much less capital (e.g., less land, lower earnings), and also having less chances on the labor market. For instance, they are the first to lose their jobs in periods of economic recession, and may have culturally or religiously motivated commitments to take care of children or parents.

Regions of destination are mostly in the developed world. The economic and political systems provide appealing situations to those looking for an improved living. These include variables for instance a much better economy in the destination location, demand for usually cheap labor, as well as better privileges and opportunities, at least for nationals, although these may not necessarily exist for those searching for new opportunities. Furthermore, “there is also the market for labor and services that may adequately and easily be offered under exploitative circumstances. The most well-known case is not surprisingly the sex business; however low-skilled labor within the informal economic system as well as in labor-intensive industries that

meet up with difficult economic competition may also be insecure branches” (L. Lap-Chew and M. Wijers, 1997).

Large financial gain forms the purpose for exploitation, although not always by the real employer; sometimes, he might not even be familiar with the exploitative circumstances. In those situations, intermediaries, like middle men, pimps, or temporary agencies, are the real traffickers.

Why a human rights based approach to THB is required

It is commonly known that THB is both a cause and an effect of the violation of a person’s human rights. In trafficking circumstances, a broad range of human rights are violated. The violation of a person’s personal and physical dignity, the right to personal freedom and security, and the principle of nondiscrimination are the most significant violations. “U.S. prosecution of a series of high-level trafficking cases during the 1990s demonstrated that the United States was fast becoming, if it was not previously, a major destination country for human trafficking” (A. van der Kleij, 2003).

Eager to tackle the problem of trafficking, “President Clinton released a Presidential Instruction in March 1998 setting out a comprehensive and integrated policy framework to guide the United States anti-trafficking initiatives both at home and abroad” (Council Directive 2004/80/EC). The instruction was structured around what is also known as the three P’s: “prevention; protection and assistance for victims; and prosecution of and enforcement against traffickers. To effectuate these goals globally, the Clinton Administration placed itself at the forefront of global efforts to fight trafficking. It established bilateral operating interactions and anti-trafficking initiatives with several countries” (L. Lap-Chew and M. Wijers, 1997).

The occasions that caused the development of a new international legislation on trafficking had equivalent effects in the United States, while high-profile reports in major U.S.

mass media fostered greater general audience awareness of trafficking; social service providers noticed directly the increasing numbers of trafficked persons.

A human rights based approach

Since the 1990's, the policy approach to THB has been criticized sometimes for being too much focused on a criminal law as answer to THB. The solution to defeat this one-sided policy has been seen in the adoption of a multi-disciplinary approach in which migration law, criminal law, labor law, equal opportunities, development cooperation receive equal attention. This requires multilevel cooperation and control, which has not been established on a wide scale to date. It seems that the call for a human rights based approach is a further development of the multi-disciplinary approach. In this approach, the position of the victims, the violations of their human rights and their vulnerable position are the beginning points for taking countermeasures towards THB. This shows why the human rights based approach is also called the victim - centered-approach. The human rights based approach requires the protection of the human rights of victims of trafficking as the criteria for adopting measures, policy, and laws in the field of combating THB.

How to implement human rights based approach

Despite the fact that a human rights based approach is often announced in words, it is not frequently used in practice and needs to be applied more effectively. It will be demonstrated that much has already been established, both in criminal legislation and migration law, to assist and protect victims of THB; however there are difficulties and unwanted effects following from the way criminal and migration law are interwoven when THB is concerned. The main reason these two disciplines are so closely linked where THB is concerned is a logical one.

The relation between criminal law and migration law

There exists one factor that clashes with a human rights based approach in the sense that the guidance and protection of victims is not considered as the starting point of counter trafficking actions. Regarding the concerns of the victims, law enforcement and migration authorities are not consistent with each other and often even contradict one another. Due to this relation, these distinctions may affect the interests of the various authorities, which is not to the advantage of the victim.

The negative effects of the relationship between criminal law and migration law can be divided into two categories. The foremost is the conflict of interests of the authorities involved, and the second is the consequence of decisions taken in criminal proceedings for the application and granting of a residence permit and the right to utilize assisting and protective measures.

It is broadly accepted that the cooperation between various authorities involved in combating THB is lacking. “The results of this insufficient co-operation are experienced in criminal proceedings when expulsions based on migration law are carried out without taking into consideration the position of the person who is eliminated and without taking into consideration his / her significance for criminal proceedings” (Rijken, 2003).

Decisions in criminal proceedings as the basis for assistance and protective measures

The effect of criminal law in fighting THB is the fact that victims lose their residence permits and also the right to utilize the support and protection mechanisms as soon as the case is decided or terminated, whether the victims may need this protection or not. This result fails to consider the vulnerable position of the victims. At present, the protection of the victims normally

takes a subordinate role in criminal proceedings and is generally acknowledged only when it is in the interest of the prosecution.

Disconnect migration law and criminal law

A better proposal in this connection is to remove victim protection from migration law and criminal law. We understand of course that, to some extent, migration law and criminal law regarding counter-trafficking measures are required for an appropriate protection of victims. It is true that the vast numbers of victims do not possess valid residence permits and therefore run the risk of being eliminated. A Victim Assistance and Protection Package (VAPP) for victims of THB should be set up. Migration law should concentrate on the granting of a residence permit because it does so in most cases in which people apply for a residence permit; criminal law should be used to prosecute traffickers. Nevertheless, this does not release the authorities from the obligation to pay specific attention to the position of the victim. Based on international as well as national responsibilities, defensive measures for all victims of crime must be followed. These measures are sometimes not sufficient for victims of THB and therefore special protection and assistance measures should be provided for these victims.

Below are the common features pertaining to the victims of THB. They are maltreated and probably sexually and/or physically abused for a longer period and must thus receive specialized medical and psychological aid. They often know the person who trafficked them (most of the time, a relative), and that adds to the risk of reprisals or of being re-trafficked. The danger and violence used by the trafficker can also target the relatives of the victim. When it gets known that a victim has worked as a prostitute, she is often separated from her family and environment, despite the fact that she was forced. A social network to help the victim recover from her experience is often absent especially when victims are from abroad; they do not

automatically have confidence in the police or other official authorities. Many victims of THB do not possess a legitimate residence permit and are as a result in much more vulnerable position.

Due to the relationship with the trafficker, it is vital that the victim is completely informed concerning the criminal procedure and about the consequences of testifying. Given these certain factors, it is apparent that the normal protection and assistance mechanism can be helpful, but is not adequate and should be increased with longer and specific measures appropriate to victims of THB.

*Chapter VIII: Technology and Infrastructure Sector: Passenger**Railway Transport*

Passenger railway systems is a sub-sector of the railroad network, which is a mass transit industry that presents many challenges to partners, state, and federal government in a protected and secure transportation system. This system is part of a larger railroad network that serves both passengers and cargo. The reason for selecting passenger railway sector for this discussion is the open characteristic of the system as it serves millions of people every day. Moreover, the system covers a large geographical area with numerous access points, connections and transfer sectors and egress, which create a huge turnover of passengers a challenge to monitor. According to Fritelli (2005) the passenger railway sector in America is vulnerable because it carries five times the amount of passengers airlines carry in a day, over long distance and serve several stations. The other reason this sector was selected for discussion is because of the increased security efforts around airline transportation system, which may make terrorists turn to softer targets like the passenger railroad system.

The other factor that makes passenger railway system a critical infrastructure for homeland security is that this system presents challenges to officials on how best to balance increased passenger security and efficiency in functioning of the system, accompanied by the threat of potential costs and priorities for the federal government (Fritelli, 2005). The passenger railway sector is unique compared to other transport systems, for it has the highest ridership and access points, second to the road

network. However, unlike the road network, the movement of passengers within the railway sector is en-mass, as the cars between the various stations transport large volumes of passengers (Meyer, 2002). The challenge therefore, is the high volume of passengers and the multi-access points, which make it highly impractical to subject rail passengers to the screening methods used for airline passengers. Therefore, the current homeland security measures for the passenger railway sector only entail the emphasis of management of consequences of attacks, as opposed to the prevention of attacks (Fritelli, 2005). However, despite this disparity, several steps are undertaken to eliminate the risks and consequences of threats to passenger railway sectors. This paper therefore, creates a vulnerability assessment model based on: emergency planning and response, training and drilling personnel, collaboration with fire, emergency, police personnel, and communication and safety resources.

A critique of literature on homeland security strategies reveals that risk analysis is at the heart of security assurance for critical passenger railway infrastructure and mass transit sector. The results of an effective risk analysis have been identified by Flammini, Gaglione, and Mazzocca (2009) as what is required to guide the development of a surveillance and protection system for the homeland security (180). A research carried out by Flammini, Gaglione and Mazzocca (2009) reveals that a “model based quantitative approach to risk analysis is the most effective in determining the risks indices for any infrastructure, by taking into account the frequency of occurrence of threats and analytically determining the consequences or damages to assets, people injured and interruption of service” (180). This model is

selected to help overcome the limitations of the passenger railway security; it increases security for this sector and optimizes services without increasing the costs.

Analytical tools in the assessment of critical assets for a passenger railway sector, are identified by Transportation Research Board (2005), enabling agencies to quantify benefits of security projects created to address common priority policy areas like safety, environment and mobility. These tools are EAROMAR pavement life-cycle cost analysis, FHWA project 115-pavement life cycle costs analysis, roadway investment analysis, surface transportation efficiency analysis model and national bridge investment analysis system (Transportation Research Board, 2005). These tools reveal that for the passenger railway system, assets like pavement, safety, bridge, congestion, and other management systems are high priority assets. These management systems offer agencies an opportunity to inventory the network for conditions like roughness, distress, average daily traffic, single axle loads (Transportation Research Board, 2005). Other important analytical tools assess “congestion, safety, public transit and intermodal management system.” (Transportation Research Board, 2005). The tools identify the critical components of congestion, transit, safety, and intermodal system for a railway sector. Another analytical tool that identifies high priority areas are meta managers which are designed around the analysis of data sets of information from highway inventory, crash data, bridge conditions, pavement, and traffic data. These are based on the Dot and GIS management systems that analyze the data of transportation systems.

The key railway threats and consequences of attack are discussed in detail. The assessment of risks by terrorists is based on available data on past attacks, with the

majority of the data coming from “RAND-MIPT Terrorism Incident Database” and published materials. Since the interest of this work is on security measures which can be carried out today, the analysis will be biased towards terrorism threat (Chatterjee, et al., 2001). Attacks on the passenger railway sector have been recorded by RAND-MIPT as 455, implying that the main threat to the railway sector is terrorist attacks (Wilson et al., 2007). Terrorism tactics that poses high threats to passenger railway sector are bombing attacks at 80%, armed attack at 6%, sabotage 6%, arson 3%, unconventional attacks at 3% and logistics activity at 1% (Wilson, 2007). Weapons that security agents should be looking out for are explosives, which make up 77% of the threat, firearms at 6%, fire and firebombs at 5%, threat at 8%, and chemical agent at 2% (Wilson et al., 2007).

Other high threat areas are identified by qualitative analysis. These threats target rail stations, trains, areas around the railway stations, passengers in trains, passengers waiting for the trains, railway tracks, equipment and any railway supporting infrastructure (Wilson et al., 2007). Analysis shows that there are several vulnerabilities which should be addressed. The first is explosive devices, since these have been used in past terrorists’ operations. The railway infrastructure is vulnerable to explosive devices like the timed devices, which offer opportunities to attack while preserving human capital (Wilson et al., 2007). On the other hand, the system is vulnerable to human suicide operators who use the same devices and technologies to increase the effectiveness of attacks. Two types of explosive devices threaten the railway sector: large devices like vehicle-sized, and small devices which are portable. The other threat of explosive devices is the opportunity for multi attacks by having

several devices placed at various positions within the trains, station, or tracks (Meyer, 2002).

The other threat that causes the passenger railway sector to be vulnerable is incendiaries; these are the materials and devices which create fires and may be large or small, which are triggered either remotely or with a time delay (Chatterjee, et al., 2001). Other threats are the use of firearms and infantry weapons or un-convectional weapons like biological, radiological, and chemical attacks especially for closed train cars. Security threats target those trains that have high concentration of passengers within a confined space, a high profile or celebrity personnel. This method is often used by those terrorists who are limited in sophistication in the design and deployment of weapons; hence, they increase the impact of the threat on the system (Wilson et al., 2007).

Sabotage is another element of threat where the attackers destroy or disrupt the railway activities in order to create accidents that result in casualties. This method of attack requires the attacker to have a level of knowledge of the railway system, from the tracks, trains, station, timing, communication, and any function of the sector (Meyer, 2002). Hoaxes and threats are the last form of security threat to a passenger railway system. Though such efforts do not result in casualties, they are used as a method of campaign. The manner in which the railway system reacts to these threats and hoaxes determines the impact that this method has. The credibility of attacks is determined by the occurrence of the actual violation. Therefore, to evaluate the level of risk of terrorist attacks on a passenger railway sector, three components have to be evaluated: consequences, vulnerabilities and threat (Wilson et al., 2004).

In summarize, to understand vulnerability and threat to the system, an eight-step approach is recommended through the “threat and vulnerability resolution process.” This process assists in the identification of physical areas which are vulnerable to threats, system policies which encourage threats, steps to improve the system design and management (Meyer, 2002). The first step is the management planning, preparation and approval stage, responsible for all railway transportation operations. This step identifies personnel who will analyze, get data.logistics and costs of the strategy. The second step requires the team from Homeland Security to identify critical assets of the railway sector that require protection. These are identified as people, information, equipment, operations, and facilities. Other assets are: railway terminals and stations, maintenance and storage facilities, control command and revenue center, which are identified by asset managers, data reviews and inventory (Chatterjee, et al., 2001). The third step is the classification of these assets according to their criticality. For the passenger railway sector, assets most critical are those that have the highest impact on humans and the system. For example, power, fuel, tracks, trains, communication, and signal system have a high impact on the system and the passengers. Assessment of the criticality of assets can also be obtained from public information sources like General Accounting Office (GAO) (Transportation Research Board, 2005). GAO has identified railway assets like tracks, signals, and structures as low impact assets to people but high impact on the railway system. Assets like cars are of high impact to people but low impact on the rail system; maintenance is of low impact to persons but medium impact to the rail system

while power is of medium impact to people and high impact on system. On the other hand, bridges are of medium impact to people and system.

The fourth step is the identification of the threats to these critical assets. Threats are either real or potential threats to passengers/employees or to the system. As it was done previously, threats are identified through historical data or previous statistical analysis. For example, the report identified threats to railway system and people by terrorist attacks as armed attacks, bombings, arson, sabotage, and unconventional activity. The fifth step is the development of the threat scenario, which entails the pairing of the threats with the critical assets (Meyer, 2002). For example, this report paired sabotage and the system, where sabotage was considered a form of threat where the attackers destroy or disrupt the railway activities in order to create accidents that result in casualties. This method of attack requires the attacker to have a level of knowledge of the railway system of the tracks, trains, station, timing, communication, and any function of the sector.

Vulnerability and threat assessment requires the assessment of consequences of the scenarios presented in the previous sections. To carry out this function, the impacts and costs of threats are detailed through the “standard risk level matrix” which puts the consequences into various categories. The risks matrix classifies risks as either acceptable or un-acceptable which are eliminated or controlled. Consequences of threats are assessed in terms of financial loss, where losses are evaluated based on human loss, loss of assets, injury to humans, congestion and delays, and recovery and replacement costs. These analyses assist in the determination of the highest impact consequences and describe vulnerabilities.

The highest severity in the risk matrix is Category 1, which is characterized by the loss of human life, loss of important information, significant impairment of the system's mission, the loss of critical assets. Category 2 is characterized by the occurrence of severe injury to humans, the loss of physical equipment and information which results in undetermined and unauthorized access, unacceptable disruptions in the system and operations and the presence of unacceptable delays in the railway mission. Category 3 is characterized by consequences like minor injury, which requires hospitalization, delay, or undetected un-authorized entry causing limited access to important assets and materials in the system, minor disruptions in the systems and operations and mission impairment. Category 4 is characterized by few minor injuries, delayed and undetected un-authorized access, and entry into the system, which does not cause any loss or allow access to vital information and materials, and no disruptions in the system and operations.

The probability of a threat occurring is determined by the probability matrix, where categories are given as A, B, C, and D. Category A is the "certain" level which is determined by the possibility of occurrence of repeated incidents. Category B is the "high probable" level which is the probability of an isolated event, while category C is the "moderately probable" level which is the possibility of an event occurring sometime. Category D is the "improbable" level. (Transportation Research Board, 2005). Therefore, threats and vulnerabilities of a passenger railway system can be categorized according to the "threat and vulnerability matrix" given in Table 1 below.

Assessed Rating	Probability of Loss	1- catastrophe	2-Very Serious	3- Moderately	4-Not Serious
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				Serious	
A	Certain				
B	Highly probable				
C	Moderate probable				
D	improbable				

Table 1

From the table, threats and vulnerabilities of the system that fall in 1A, 1B, 1C, 2A, 2B, and 3A are unacceptable, and are handled by implementing set counter measures for the reduction of risks. Those categorized in 1D, 2C, 2D, 3B, and 3C are unacceptable without the re-evaluation of railway management. Finally, threats and vulnerabilities that fall in 3D, 4A, 4B, 4C, and 4D are acceptable for management review (Fritelli, 2005).

The seventh step is the prioritization of transportation countermeasures and vulnerabilities. In order to respond to potential threats and vulnerabilities, three key actions are undertaken: prevention, mitigation and response and monitoring. Prevention entails several components which range from the actual stopping of a security attack prior to its occurrence, to the provision of improved designs for railway facilities which can prevent a large-scale destruction of the system from attacks. This also entails the creation of monitoring, surveillance, and sensing technology, to improve the communication channels for personnel to manage

prevention measures effectively. Response and mitigation strategies entail the reduction of the dangerous impacts of attack as they occur and during the aftermath of attacks (Chatterjee, et al., 2001). Response entails the identification of the most appropriate route that emergency vehicles and rescue teams can use for large evacuations, and the provision of effective communication channels for emergency response groups and the public. Monitoring entails the recognition of the fact that incidents are underway and details the character of these incidents. This employs surveillance, sensing and monitoring technologies critical to emergency response (Chatterjee, et al., 2001).

One of the critical elements that requires attention in homeland security countermeasures for passenger railway sector is technology which is vital since it promises to offer personnel and first responders' vital information. Technology also aids in the continuation of railway operations during an attack or threat (Chatterjee, et al., 2001). For mass transit and passenger railway systems, there is need for a wide variety of technologies integrated into the daily operations of the system and which can enhance security. Technologies that can counter threats and attacks are surveillance and intrusion detection devices, satellite systems to track trains, and on-board cameras to transmit images wirelessly to control. Technology works best if it can be incorporated into also existing security systems (Chatterjee, et al., 2001). Currently useful technologies that can improve security of the passenger railway system, while cutting back costs and providing the best services are video surveillance, anomaly detection systems, chemical, radiological and biological detection systems.

This response action is best achieved with the collaboration of railway authorities and partners to make up a mega-community of multi-disciplinary teams (Fritelli, 2005). These can be drawn from TSA, FBI, firefighters, public, and private partners to close the gap in security surveillance for passenger railway systems (Transportation Research Board, 2005). This requires that the public sector and the private sector collaborate on technology research, development, and deployment. With the aid of partners, the passenger railway system can improve security by increasing the screening capabilities through random passenger searches at entry points (Chatterjee, et al., 2001). Since the passenger railway system is mass transit that covers a large geographical area, there is need for counter measures to involve a regional approach to security. This regional approach will cover security at all access points, nodes, and stations that are at high security threats. This regional approach will entail the collaboration of efforts with federal regional officials like STSI, FAMSAC, FSD, explosive detection canine teams, and the FBI (Transportation Research Board, 2005). Other support officials such as state and local law enforcement offer ground support.

Counter measures entail the adoption of assessment strategies which can be carried out by the Security Readiness Assessment team with the assistance of the “Surface Transportation Security Inspectors and Transit Security Officials” from TSASAAP and BASE (Fritelli, 2005). For the strategy to be effective its objectives and goals must be aligned with passenger rail security needs. Counter measures to reduce threats and risk of attacks on this system will entail the use of available media systems to address the public on threats and risks to transportation. Media systems

include billboards, television, posters, and social media where messages are integrated to gain public interest.

The budget allocation for this strategy will depend on the resources required for the security countermeasures suggested herein. The strategy requires consumer awareness through media systems and the incorporation of technology that will enhance existing security systems, improve detection, surveillance, and screening and prevention systems. This will also require an increase of visible and invisible security personnel within the system, and the training and drilling of personnel on security and screening measures (Transportation Research Board, 2005). Moreover, security and surveillance can be heightened with canine surveillance teams to detect explosives, and suspicious packages. Railway personnel must be trained on operations, identification of suspicious items and people, and ways of responding to suspicious situations without increasing the threat. The system requires the thorough screening of baggage and passengers, requiring the installation and improvement of existing screening systems (Fritelli, 2005).

These needs can be covered from the Federal Reserve budget, which has allocated a sum of \$556 billion for a six-year surface transportation proposal for the improvement of transit, highway, and rail infrastructures and the increase in safety for these systems. Since the government has set aside \$50 billion for an economic package to encourage job creation and the transportation reauthorization process, this budget can make use of these funds to increase the number of personnel required for the security positions. Further, in FY 2012 the government has allocated the railroad administration \$8.3 billion to support the passenger railway system. In addition to

upgrading this system to a high-speed railway network, the department can allocate funds to finance the homeland security strategy, buy surveillance, detection and deterrent technologies. Moreover, the federal government has allocated federal transit administration funds amounting to \$22.4 billion for the public transit sector; this can also provide funds for mass transit. Additionally, the security strategy is supported by protection laws for transit riders. Federal and state governments support the Surface Transportation Reauthorization Proposal, to oversee safety and security in the rail sector. Therefore, with massive support from the federal and state government, railroad authorities and security agencies are assured of collaboration for increased safety. Since, DOT surface transportation reauthorization sector is mandated by the federal government to cut inefficiency and bureaucracy within the transport system, the passenger railway system is assured of support for security measures in the form of funds, performance enhancement measures, project delivery steps, provision of future revenues in the budget, and the addition of accounts for passenger rail infrastructure through the “Transportation Trust Fund.”

In conclusion, the critical infrastructure system entails a critique of the passenger railway subsector since it is a mass transit system for human transport. Moreover, this sub-sector was selected since it is an open system, serving a huge number of people every day, covers a large geographical region, and has many access points, connections, and transfers. Additionally, security systems since the terrorist attacks have focused on air transport, so this system has been left as a soft homeland security target. The security strategy is built on an eight-step threat and vulnerability assessment model, which identifies critical assets of the system, risk, vulnerability,

and threat levels of these assets through analytical tools. Analytical tools are identified by various cost and benefit analyses summarized in the “Threat and Vulnerability Matrix.”

Recommendations for this security sector are based on the analyses carried out here. The following recommendations are made for the improvement of passenger railway security and safety:

1. Map the “threat and vulnerability matrix” for railroad emergency assessment operations along with the planning process for fire protection since emergency response is a contingency measure for response to terrorist threats.
2. Given the implication of this transportation system, the staff should understand the extent of impact and offer input on the best methods to implement security measures.
3. Following this analysis, there is need for further risk assessment on information and data on probabilities and vulnerabilities such as milepost markers, bridges and overpasses, number of passengers on trains, and train speeds.
4. Follow up should entail the creation of a geographic information service to map railroad lines, including at-grade crossings, tunnels, overpasses, bridges, milepost markers, key facilities and any important center that needs evacuation in the event of a security threat. These centers should be within a 500-yard area from the railroad.

5. Passenger railway security will further require long-term exercises to measure the capability of railway emergency response to threats to security, such as a hazardous material leak on the network and the response of teams according to FEMA requirements.

Chapter IX: Multi-Disciplinary Approaches to Homeland Security

Currently, issues affecting national and global security, citizens' health, and safety, and economic well being are challenges to the private, public sectors and civil society. The unprecedented complexity of large-scale issues like pandemic preparation, prevention of terrorist attacks amid the intricacy of maintaining interdependence and networking, cannot be handled by business, civil society, or the government alone, but rather by mega-communities (Gerencser, Kelly, Napolitano & Van Lee, 2007). Leaders and professionals working together, to achieve focused conversation and develop leadership capabilities, therefore, best attain national security. There are vital elements of the mega-community design: convergence, adaptability and structure. A mega-community is preferred to a more limited community for homeland security strategy since it offers the advantage of being a collective with a common goal. Mega-communities can offer homeland security several advantageous features like shared issues, shared sense, and overlapping of interests or convergence introducing the concept of multi-disciplinary

approaches. However, for the mega-community to function effectively there must be formative structure or protocols and principals that bring formal organization and order in the community.

Of interest is the multi-disciplinary approach for homeland security strategy for emergency response system in the city of New York. Mega-communities (Shaw & Shen, 2004; McEntire, 2004) are a multi-disciplinary idea, which involves social communication response agents, organizations, and information technology designs. Emergency response is an important factor in homeland security since it entails the gathering of resources and taking action on problems immediately as an incident occurs. Emergencies, both natural and man-made, can cause substantial damage to property and population. According to Shaw and Shen (2004) following the attacks on the World Trade Center in 2001, homeland security has included various sources of threats apart from forces of nature as a basis for the management of emergency response. These are biological, incendiary, human, explosive, nuclear/radiological, chemical, and cyber attacks (Illinois Homeland Security Summit, 2002). The main concern and priority for this city's emergency response plan is architecture and the deployment of a statewide communications system, which would link county, local, and state law enforcement, EMTs, and fire personnel on a secure and dedicated frequency. The second priority is the provision of adequate training and equipment for first responders. Thirdly, it is the establishment and upgrading of the bio-safety level of human health facilities, which are capable of testing and managing infectious emerging diseases and biological outbreaks. Fourthly, there is a need for the establishment of a viable federal and state homeland security strategy for securing commerce. Lastly is the designation of critical transportation, utilities and communications infrastructure as "New York State sensitive" to enable the sharing of important risk and vulnerability information between government and the private sector.

This approach will employ all federal, state, and local efforts to respond to man-made and natural disasters under the jurisdiction of FEMA. This also means that state and local agencies, plans, levels and emergency management teams will exist but will operate between state support and existing emergency response structures. The plan requires that all parties focus on internal and external synergies, build partnerships with the various disciplines and sectors such as the media and private sector, use and develop technology that supports emergency management and emphasizes the need for the public, media and partners to cooperate to make mitigation the basic principle of emergency management.

Mitigating and collaborating are vital emergency response and management actions. This homeland security strategy employs a preparedness cycle planning, organizing, training, equipping, exercising, evaluating and taking corrective action (FEMA, 2010). By making use of a strategic plan this jurisdiction will meet its emergency management and homeland security responsibilities on a long-term basis since policies and established planning priorities are factored in. The preparedness cycle offers the multi-disciplinary approach with an opportunity to identify policy objectives and guidance, roles, responsibilities, integration and actions, personnel, resource management strategies and equipment under strategic, operational and tactical planning (FEMA, 2010).

There are a number of disciplines that must be involved for the emergency response strategy to succeed. The most obvious responders as Drabek (2006) points out are fire, police, and medical assistance. However, for an emergency response to be effective all disciplines that perform under the emergency management function must be present for recovery, response, preparedness and mitigation for any disaster. Emergency response requires on-scene

communication operations, which can be provided by the DHS under the office of emergency communications, federal emergency management agency, office for interoperability and compatibility, national integration center and participants from all hazards type three communications (COML). The communications sector will also entail all multi disciplines responders from regional, local, and state communications units. Apart from communications, other disciplines required for this strategy are transportation, operations, and resource support, food, infrastructure support, public works and engineering support group, energy, urban search and rescue, and the hazmat team or hazardous materials group. The goal is to have emergency response teams all working with the support of major agencies like Red Cross, public health, Environmental Protection Agency and federal agencies like the FBI. The role of the disciplines would be to notify hospitals, manage traffic, care for victims, request additional firefighting equipment, investigate hazardous materials, investigate weapons, make resources assessable, analyze samples, and prepare food and shelter and request for federal assistance (Shaw and Shen, 2004).

For the strategy to work effectively there must be consensus among the teams. Consensus is achieved through organization, recognition of duty, roles, and responsibilities. The mega-community must have order and hierarchy which offer the lines of communication for the various disciplines. The multi-discipline team must have an incident commander in charge of operations, strategy, and tactical planning for the entire emergency response group. A team of command staff that evaluates each of the decisions, policies, and strategies which are followed by the teams supports this (Shaw and Shen, 2004). The section chiefs involved in operations, information and planning, finance and administration and logistics carry out the direct management of the emergency response disciplines. These leaders provide consensus for the

groups so that responsibilities allocated by this strategy achieve their purposes. For there to be harmony, the views of each of the disciplines are aligned to the goals of the strategy by seeking consensus.

Looking at the case of mega-communities and community approaches to homeland security it is evident that the views of each determine their impact on multi-disciplinary strategy. For example, adopting a mega-community thinking to homeland security recognizes the need and power of government, business, and the civil society working on dynamic issues (Ellis, 2008). While the mega-community would encourage multi-disciplinary approach to mobilize groups on shared interests, the community would only operate on a single perspective. The mega-community drives the multi-disciplinary approach to optimize the system while community seeks to maximize objectives. A community approach will direct organizations to stay within their boundaries; but the mega-community transcends these boundaries (Ellis, 2008). Communities limit trust, collaboration, and openness across disciplines working on common interests while mega-communities remain independent while working across disciplines with common interests.

Using a mega-community concept, the homeland emergency response strategy will adopt a tri-sector engagement, to differentiate from public-private partnerships in the civil society element (Ellis, 2008). This focuses on elements, which parties agree on, to work on together and find a common ground. The mega-community therefore goes beyond the single sector approach. This is unlike the public-private partnership, which focuses on narrow purposes and moves towards limited alliances. The mega-community follows larger goals (Ellis, 2008). Upon a closer examination of the two, it can be argued that public-private alliances differ from mega-

communities since mega-communities are ongoing, mutable, demand engaging orientation from leaders and members. Public-private partnerships are often struck between a government or intergovernmental organizations like the U.N. and companies and these work under certain circumscribed, dual sector and contract bound common limitations. Public-private partnerships often leave out the civil society element which the mega-community includes (Ellis, 2008). However, like the mega-community, the public-private sector draws from the partnership of the private sector (business) and the public sector (government). Both models draw from the private sector resources, agenda, capital and problem solving capabilities, along with the government's rule of law, sovereignty, natural resources, assurance of long term stability and tax base (Ellis, 2008). They both seek to optimize the benefits open to them from constituents or disciplines.

By adopting a mega-community approach, the emergency response strategy can focus plans on disaster preparedness, response, and awareness common to each discipline. The elements to consider are: cultural changes, business approach, dialogue, initiating action, and leadership. Culture and social dimensions are important factors that affect the implementation of an emergency response plan since each organization or discipline its own cultural identity. The challenge is for the leaders and chiefs to direct disciplines to meet the needs for the emergency response while overcoming any cultural boundaries that affect decisions, practices and efforts. The creation of a common culture for the multi-disciplinary approach can avoid problems and create challenges for participants. A common culture demands the implementation of common goals and operations in emergency response. However this can also make it difficult for organizations to perform to capacity, due to limitations present in the changes.

To overcome the cultural differences in a multi-disciplinary approach, dialogue is necessary. It offers a forum for partners to discuss collaboration efforts and overcome cultural differences. Dialogue gathers groups of representatives from the emergency response teams with the authority to manage disaster response. The purpose of dialogue is to stimulate discussions that are result-oriented, which can best facilitate assistance in emergency response, ensure coordination, quality, and guarantee communication. Approaching any sector, whether government, civil or business with dialogue is an effective strategy for groups to present their grievances, opinions, views and contributions to the plans. Dialogue is vital in this approach for the creation of effective organizational response under complex operating conditions; this poses a challenge to agencies, especially public sector agencies which have to bear the primary responsibility for the management of emergency response.

Since emergency conditions put an enormous demand on the public service sector and its personnel, this strategy finds it necessary for the private sector to initiate action. It then becomes the responsibility of public service sector to manage the relationship it has with the public.

Conclusion

Any information needed for critical decision making during a disaster increases geometrically with each scale of the disaster, the number of persons involved and the scope. A multi-disciplinary approach should not entirely depend on the public agencies or disciplines to initiate action, but should rather have businesses and the private sector initiate the efforts. For coordination, such disciplines can report to major agencies mandated by the local, state, and federal government to respond to emergencies such as the Red Cross, public health, the Environmental Protection Agency and federal agencies like the FBI.

Apart from these strategies, the business approach can be used to structure and manage the mega-community. The strategy is basic, forward looking and symbiotic in a multi-disciplinary approach. Business management principals help to identify and manage risks involved in the emergency response plan, manage emergency teams, and indentify useful knowledge and skills. The business approach for this strategy also entails the identification of issues within the mega-community and creates policies to mitigate them. Like any business, the mega-community can create missions, visions and goals that will offer the multi-disciplinary teams a common focus for efforts, resources, knowledge, and skills. Management of these teams will result in increased communication and a healthy working relationship among the diverse teams to create a viable and reliable mega-community geared towards achieving positive results. With effective management, disciplines can talk a common language as they respond to disasters and assist people.

Overall, the strategy realizes that at the heart of the plan are the efforts of the leader. The leader of this mega-community must be a positional leader who can direct the efforts of the various disciplines while creating harmony in the society, region, state, and country in the event of a disaster. This is because the leader of the mega-community is the face of the emergency response team and the focus of people who must turn to federal, state, and local government for answers in a time of emergency.

Chapter X: Intelligence Gathering Strategy Threat: Assessment on the 2008 Mumbai Attack

The world has become unsafe and threat assessment has become integral part of all governments. Many terror groups have made the world riskier than before. The groups are sponsored either by governments or by private organizations. A terror group was responsible for the 2008 Mumbai attacks where more about 164 people were assassinated and more than 308 people injured (BBC, 2008).

The 2008 Mumbai attacks, commonly referred to as the 26/11 attacks, had more than 10 different but coordinated shootings at different parts of Mumbai. It is claimed that attackers were from Islamists of Pakistani origin. Upon interrogation, the only surviving member of the ten attackers, Ajmal Kasab, claimed that the Pakistan Intelligence Agency (ISI) supported the attack, which were condemned worldwide (Black, 2008).

The attacks took place in eight locations south of Mumbai: the Oberoi Trident Hotel, the Taj Mahal Palace and Tower Hotel, Chhatrapati Shivaji Terminus, Cama Hospital, Leopold Cafe, the Metro Cinema, the Nariman House Jewish Community Centre, and St. Xavier's College. Other attacks occurred at Mazagaon and in a taxi at Vile Parle. The attacks began on 26 November and lasted until 29 November. It took the intervention of the National Security Guard, the Mumbai Police and the other security forces in Mumbai to bring them to an end.

Ajmal Kasab, the only attacker captured alive, confessed the attackers were from a Pakistan Militia group called Lashkar-e-Taiba (LeT). The LeT is considered a terrorist organization by the UK, UN, US, Pakistan, and India among other states. The Pakistan government initially denied the nationality of the attackers; however, after international

intervention, Pakistan admitted the attacks were organized by individuals within its boundaries (*The Economic Times* of India, 2009).

The attack has some similarities to the 2010 Tucson, Arizona and Utoya, Norway 2011 attacks where many people were killed. There have been countless attacks by terror gangs across the globe recently, an indication that the terror organizations are getting more extensive. A movie called *Terror in Mumbai* directed by Dan Reed has been produced in 2009 shows how the 2008 Mumbai attacks were executed and how the forces responded. This movie is based on a true story and some of the clips are modified from the CCTV video clips taken in the luxurious hotels. The Mumbai security forces were either ill equipped or made the wrong decisions in efforts to curb the attacks.

In response to the Mumbai attacks and other attacks that have been carried out in other parts of the globe, this reports focuses on how the government security agents should respond to the security risk. Special reference is made to the homeland security intelligence and the state sponsors of the terrorist organizations. Lastly, recommendations are made on how security forces should carry out threat assessment.

Background of the 2008 Mumbai Attacks

Since 1993, there have been several attacks in Mumbai. The 1993 attacks were revenge against Babri Mosque destruction. Those attacks included 13 successful bombings that injured more than 700 people and killed 257 people. Other attacks in Mumbai occurred in 2002 in Ghatkopar station in a bus in which 2 people were killed. A subsequent bicycle bomb exploded in 2003 January at Vila Parle. On 2003 March, a bomb exploded at Mulund and several fatalities were reported.

In July 2003, a blast at Ghatkopar station killed 4 people. Two bombs exploded in the south of Mumbai killing at least 44 people on August 2003. On July 7, 2006, 7 bombs within a span of 11 minutes killed people at a suburban railway station in Mumbai. According to the Mumbai security forces, the Students Islamic Movement of India (SIMI) and LeT executed all the above attacks. The frequency of the attacks raised eyebrows on the effectiveness and efficiency of the Mumbai security forces. They did not carry out sufficient threat assessment to thwart any attacks.

The 2008 Mumbai Attacks

In 26 November 2008, at around 8 pm, 10 men came ashore at Colaba using a speedboat, split, and went in different locations. The fishermen were suspicious and informed the local police who ignored them and failed to respond.

At around 9.30 pm, two gunmen attacked The Chhatrapati Shivaji Terminus (CST). One of them Ajmal Kasab was arrested alive while the other was killed. Armed with AK 47 rifles, the attackers killed 58 people in the station and went into the road to shoot randomly at the pedestrians. The security officers were afraid to confront them as they passed adjacent to a police station. The attackers next stop was Cama Hospital to attack patients but were denied entry by the closed doors. A shoot out between the attackers, Kasab and Khan, and the Mumbai Anti – Terrorist Police resulted in the death of several police officers; Khan was killed and Kasab arrested.

At Leopold Cafe, two attackers shot randomly at the clients and escaped, shooting on the pedestrians on the road. Two timed bombs exploded in taxis at Vile Parle and Wadi Bunder killing several and injuring 15 people. Oberoi Trident Hotel and Taj Mahal Palace & Tower Hotel were attacked with 6 bombs. Firefighters rescued more than 200 people. There was

miscommunication from the police officer who told CNN news that all hostages were rescued by morning on 27 November. However, it was later apparent that there were hostages at Taj Mahal Palace & Tower Hotel. Through the intervention of the Marine commandos, Rapid Action Force and the National Security Guards, some of the hostages were freed while others were killed. Several diplomats were staying at Taj Mahal Palace & Tower at the time of attack but all were rescued without casualties (Press Trust of India, 2008).

The Nariman House was attacked by two of the men whose main target was the Chabad Lubavitch Jewish Center. According to the Indian Intelligence, the attackers were required to kill the Jews since their lives had less value than non-Jews. Through the support of NSG commandos from New Delhi and the naval helicopter, the attackers were conquered. The Indian security forces declared the end of the attacks after the killing of the attackers (Keith & Simin, 2008).

Besides the numerous terror attacks in Mumbai, Mumbai is also notorious for human trafficking. People are trafficked in to Mumbai from Nepal and other states within in India. Many other human trafficking rings link Bangladeshi and Kamathipura. The humanbeings trafficked through Mumbai are used for the sex trade and bonded labor in the state's rice mills (*The Times of India*, Mumbai, 2005).

The 2008 Mumbai attacks have similarities with the 2011 Tucson shooting which killed six and wounded fourteen. The Tucson shooting was carried out by Jared Lee Loughner and targeted U.S. Representative Gabrielle Gifford. Similarly, the Utoya, Norway 2011 attacks were carried out by a lone gunman, Anders Behring Breivik, who attacked the Norwegian Labour Party youth wing. During the attacks at Utoya, 69 people killed. Anders Behring Breivik is said to have been responsible for the Oslo bombing as well.

There was delayed response by the security officers who could have taken control in these three attacks. In the Utoya shooting, the police did not have helicopters to drop the rescuers on the island and had to use motorboats, delaying their response. This raises questions about the ability of the forces to respond to the security threats. More so, the safety of the public and the government officials need to be guaranteed by effective threat assessment.

Perpetrators of the 2008 Mumbai Shootings

According to Schifrin (2009), the Lashkar-e-Taiba terrorist group whose main base is said to be in Pakistan carried out the 2008 Mumbai attacks. There were 37 LeT suspects arrested in India, 35 of whom were Pakistan nationals. There were two additional suspects arrested in US in 2009 and one of them was a Pakistani American called David Headley. The government of Pakistan has been hesitant to give intelligence information to its India counterparts. However, pressure from the UN and U.S. has forced the Pakistan government to give the necessary support for all the conspirators to be brought to justice.

According to the National Counterterrorism Center, LeT was established in the 1990s and though its exact size is unknown, there are at least several thousands Pakistani nationals. There is a link between the Al Qaeda and LeT. An Al Qaeda lieutenant was arrested in the LeT safehouse at Faisalabad, an indication that the two terror groups support one another (National Counterterrorism Center, 2011).

Aftermath of the 2008 Mumbai Attacks

After the 2008 Mumbai attacks, the government of Maharashtra appointed the Pradhan Inquiry Commission to give the legislature a report, which acknowledged that no police force in the world could handle such a crisis. However, the leadership skills of Hasan Gafoor, the Mumbai Police Commissioner during the attacks was questioned.

In order to improve the performance of the police force, the Maharashtra government planned to buy 36 speedboats to be used to patrol the coastline. Several helicopters would be purchased for aerial patrol. In addition, an anti-terror force referred to as Force-One was formed to improve the war against terror groups. The Mumbai Police Force armory was to be upgraded. To ensure that India could deal with terrorism The UAPA 2008 anti-terror laws were implemented while the federal National Investigation Agency was established.

Besides the changes discussed above, there was a change in political arena. Many leaders resigned due to conflicts that arose when reacting to the attacks and proprietors of businesses tightened their security.

Future Recommendations in Case of Attacks

According to the U.S. Department of State (2011), several states have been found to support terrorist organizations. When a government supports any terror group, it must be sanctioned based on a wide range of factors. The government must be denied any financial support, must not be allowed to import arms or sell arms and the exports must be evaluated.

Countries that have been found to support terrorist groups include Pakistan, Syria, Sudan, and Iran among others. Others like Cuba do not engage in counterterrorist initiatives at the global level. Iran sponsors terrorism that is against Middle East peace. In some countries, there are terrorist groups that exist but the governments are working with the international intelligence to eliminate them (US Department of State, 2011).

According to the Department of State (2011) report, there are 49 foreign terrorist organizations. Through the Office of the Coordinator for Counterterrorism in the State Department (S/CT), efforts are made to identify the actions of the terrorist groups and any potential targets.

The Homeland Security system assesses the security threats to property and human personnel enabling them to make best decisions when a security concern arises. The security assessment system will be able to link security measures and the threat assessment. Several sources of information will be employed while assessing the threat. Then a connection between the information and the threat is evaluated. Threat assessment is a continuous process that involves all the stakeholders within the society. To make the best decision while assessing the threat, interviews are held and patterns analyzed to gauge the level of the threat and evaluate whether any change on the threat can occur.

Conclusion

Risk assessment should be global responsibility. All nations through international agencies like the UN should join hands to fight this threat. It is painful to watch many innocent people die in the hands of the ruthless terrorist groups. The 2008 Mumbai terror attacks are an example of the kind that have been carried out throughout the world. Through international cooperation, the effects of terrorism can be reduced.

The government needs to liaise with other governments that sponsor terrorist groups and discuss the importance of maintaining peace in the world. This is achieved through foreign policies. Through globalization, the world has become more closely integrated, so governments that support terrorism must be challenged. Governments that have been destabilized by terror groups should seek support from the international community such as Somalia did to flush out the Al-shabaab terror group.

Organization should install optimum security measures to protect their borders and train security agents to ensure that they are not easily overwhelmed as in Mumbai. Risk assessment measure through the national intelligence should ensure that the government has best

mechanisms to collect security data. The citizens of any country have the ethical responsibility of sharing information with the government whenever the need arises. Community policing is one policy that can improve the collection of security information.

Chapter XI: Public Health and Pandemic Concerns

Human trafficking is an illegal business of trading human beings for several purposes including forced labor, commercial sexual exploitation, or a modern form of slavery. Human trafficking is on the increase with most of the victims being children and women. As the fastest growing lucrative industry among other criminal industries in the world, it yields enormous profits to the investors. According to statistics, in 2004, the total yearly revenue earned from this industry amounted to \$9 billion. Later, in 2005, annual earnings were reported by Patrick Belser of ILO to have increased to \$31.6 billion. The United Nations recorded in 2008 trafficking levels of around 2.5 million people to 137 countries from 127 countries (GFI, 2011).

Human trafficking is confused with people smuggling. However, the two differ in that people smuggling involves a voluntarily request to hire a person, a smuggler, who helps people move to countries where they would otherwise been denied admittance. Upon arrival to the destination country, the smuggled persons are free to carry out their business. On the contrary, human trafficking involves forcing the victims to engage in illegal trades (UNODC, 2012).

While smuggled people are allowed to go their way upon arrival at the destination country, victims of human trafficking are held captives and forced to work for the trafficker or for others. The services provided by trafficked people include forced or bonded labor or commercial sexual exploitation. Traffickers can use a structured work contract by which the individual is engaged in work with little or no pay and under harsh and exploitative conditions. A

structured work contract may be in the form of a debt bondage in which the victims are seen as debtors without an opportunity to repay the debts. (APHA, 2011).

Linking Human Trafficking with Public Health and Pandemic Concerns

Public health is defined “as the science and art of protecting and improving the health of communities through education, promotion of healthy styles, and research for disease and injury prevention” (Public Health, 2011). Through the public health ministries in different countries, the well-being and health of people is improved. This in turn helps to prevent epidemic diseases which can kill people in large numbers. A public health issue is a situation in which the health of the people in question is endangered (APHA, 2011).

A pandemic concern is defined as “an epidemic (a sudden outbreak) that becomes very widespread and affects a whole region, a continent, or the world” (Public Health, 2011). A pandemic situation does not separate people in terms of gender, race or age. All victims are affected the same way. This is also the case for human trafficking in which children, men and women face the same predicaments. Even young children may be forced to prostitution just like their mothers (Trossman, 2008).

Victims of human trafficking are either not paid or exposed to work under very harsh situations which threaten their lives. Human trafficking has become a global public health concern as health issues may not be resolved until they are life threatening. Human trafficking victims are transported to new countries or within their countries in large numbers. They may be exposed to crowded and dirty living conditions. As a result, they cannot afford to meet their basic needs. They are fed on poor and inadequate nutrition and are exposed to all sorts of

communicable diseases including tuberculosis, scabies, meningitis, shigellosis, influenza, Hepatitis A-D, chicken pox, SARS, mumps, herpes among others, which can spread rapidly. Both the sick and healthy share the same crowded lavatories, sleeping rooms and bedding, and other personal items. This raises the risk of death of the victims making it a public concern (APHA, 2011).

The victims are taken to their destinations as slaves and are overworked in dangerous construction sites, sweatshops and agricultural sites. This make them suffer from chronic back, vision and hearing problems. Other chronic diseases include cancer, diabetes, and respiratory and cardiovascular problems. Physical torture and abuse is evident as the victims have scars and bruises. Whenever a health issue of a person, and especially for a group such as the trafficked people, is left unresolved, this automatically becomes a global public health issue (IINE, 2011). There are also issues of sexually transmitted diseases and other complications arising from forced sex. These include HIV/AIDS, permanent damage to the reproductive organs, pelvic inflammatory diseases, and human papillomavirus, among others (Trossman, 2008).

Drug use is a public health issue because it has long-term negative health effects on the user. Drug use for human trafficking victims is not anything new. However, these victims do not necessarily use drugs freely as other citizens do. These victims are coerced to using drugs by the traffickers without considering the effects such drugs would have on the health conditions. Nevertheless, there are other victims who engage in drug use out of their will to escape from pain, desperation and suffering (GFI, 2011).

Only few people can survive in the harsh conditions the trafficked people are exposed to. They also experience psychological problems like panic attacks, phobias, confusion,

disorientation, post-traumatic stress disorder, sleep disorders, depressions, anxiety, and psychological trauma (Trossman, 2008). They suffer from feelings of disbelief, denial, humiliation, shame, helplessness or even culture shock. They are in a confused state without knowing what is expected of them (IINE, 2011).

With insufficient and poor diets, the children do suffer the most. This results in malnourishment and dental issues. While adults may survive in those harsh conditions because they are fully developed, children succumb in the early stages. They are thus denied spiritual, moral and social development leading to developmental problems in the later ages (UNODC, 2012).

It is the Public Health role to safe victims of domestic violence and sexual harassment. These people are victims of sexual harassment as well as being deprived of their human rights. Both nonprofit and profit-making organizations are formed to save people from all sorts of harassments, so it follows that such organizations can help trafficking victims. This would work with the help of the Public Health sector to ensure that all health issues are solved before they become catastrophic (Trossman, 2008).

Even though human trafficking is a public health concern, “it is a treatable disease using the public health model of prevention first.” Governments “could attack the problem of human trafficking similarly to health hazards such as smoking, community violence and highway fatalities”. This mean that the health problems associated with human trafficking escalate through government’s failure as well as non-government’s failure to act (Winconsin, 2012).

It is surprising that all these evils of trafficking happen in developed countries like the U.S. where human rights are highly protected. In human trafficking, “sexually exploited minors are treated as criminals rather than victims, depriving them of the support services needed to escape the situation.” Such children are ashamed of themselves and lack self-esteem and self-confidence even after they are released by the traffickers or freed. In order to help them cope with the outside world, there is need of programs that would provide mentors who can accept who they are. “Developing a coordinated and effective response to this issue requires an understanding of the social, cultural, and economic mechanisms of human trafficking and of the specific needs of its victims, like behavioral health counseling, transitional housing, or educational programming” (Trossman, 2008).

It becomes a public health issue in that young innocent children are introduced to drugs and sexual commercial activities and receive no help. Even if these victims are freed, they are in shock and do not believe that they are not under the control of the traffickers anymore. Even if they are offered health workshops, peer counseling and reproductive health services, it has proved extremely hard to reach them. The immigrant children victims are afraid of punishment, suffer from linguistic and cultural barriers, and suffer from the psychological control imposed by the traffickers. It thus becomes a public health concern, as measures should be taken to reach these children (Winconsin, 2012).

Refugees are war victims who ran from their countries in search of peace in other countries. They are in trauma because of the experiences they may have witnessed as their loved ones are killed in wars. They are also victims of that war with most escaping narrowly from death. They escape social unrest, political persecution and genocide. Before coming to the U.S.,

most of them live in camps where physical, psychological and mental abuses are the order of the day. Unfortunately, settling in U.S. is not safe as they expect. They suffer from depression, poverty, and isolation and often fall victim to human traffickers. (Pospisil, 2011).

Refugees arrive to refugee camps in need of medical attention for the serious health infections they contract on their way. They are exhausted and weak, need nutritious foods to strengthen their bodies and replace the lost calories. This is already a public health issue because they have to be helped to regain their health status once more.

Human trafficking, to which these displaced persons often fall victim, is a pandemic concern in the sense that it concerns a group of people in many countries and it affects different types of people including refugees and other citizens living in peaceful countries (Winconsin, 2012).

Human trafficking has led also to nurses' concerns. At a meeting of 600 nurses at HOD, ANA's House of Delegates, they decided that it was important to come up with measures of dealing with the needs of vulnerable communities. In the list of the vulnerable communities, human trafficking victims were included with intimate partner violence victims, proof that human trafficking victims are recognized as a group facing great tribulations (Trossman, 2008).

It becomes a public concern that all the problems the human trafficking victims are facing have not been solved. Human trafficking victims are increasingly living under severe conditions. They are dying in increasing numbers. Children are increasingly becoming victims.

Human trafficking is handled by the international community as a human rights violation characterized by limitation of the freedom of choice, liberty and furthermore violates personal,

physical, or moral integrity. Even if the abuse is not excessive in nature, it still represents criminal behavior that needs to be resolved, possibly under criminal law. Large financial gain is the purpose of the exploitation, a motive in most criminal behavior.

Even though this industry is growing at an increasing rate, it remains a hidden business. Only in a few cases are the traffickers caught and prosecuted. Many other traffickers walk freely. It becomes alarming when the news reaches the public that victims of human trafficking have been rescued from next door and the neighbor did not know of their existence.

Periodically, though, a few cases make their way into the mainstream media. In December 2007, a wealthy New York couple was convicted of enslaving and torturing two Indonesian domestic workers for several years. In September 2008, the Iowa Attorney General successfully prosecuted a 37-year-old man under the state's 2-year-old human trafficking law. The man had recruited two Nebraska teenagers to work in strip clubs and prostitution while he kept the money they made (Pospisil, 2011).

All of this is a proof that human trafficking is a serious problem. The victims deserve sympathy. The Nebraska teenagers sell their bodies for money they will never use. They keep on paying for debts they have never borrowed, a debt that never clears up. And if they go to some organizations for help, they may be treated as criminals rather than victims (Trossman, 2008).

Through use of physical, emotional and sexual forms of control used by the traffickers, the victims cannot ask for help. Since the old forms of slavery are over, human trafficking is another form of restructured slavery. In slavery, the victims used to be forcibly transported to the

slave owners. On the contrary, though a new form of slavery, the victims are not coerced to move because they are promised better jobs, marriage and education. All these promises are dreams that never come true. Most of the victims of human trafficking are helpless in the countries they move to of their free will (Pospisil, 2011).

Martha Turner argues, “Human trafficking is an issue that ANA and nurses are addressing because first and foremost, it’s the right thing to do” (Trossman, 2008).

Chapter XII: Conclusion

In conclusion human trafficking is a very serious problem facing the United States and our homeland security. It is notable that even though human trafficking is a lucrative industry, little is known and very little proof of its existence is provided. This makes it possible for someone to conduct the business without the knowledge of the next door neighbor. In addition, the victims are threatened and therefore don't report the traffickers to the authorities. Human trafficking is also a public health issue and a pandemic concern. It leads to deterioration of the health of the victims and unhealthy behaviors that are difficult or impossible to quit. These include prostitution and drug use endangering lives. The victims are ashamed of themselves and are often addicted to drugs to avoid the pains and sufferings they are experiencing. Victims need to be helped through utmost care, both health and counseling care. They need to be helped to revive and gain self-confidence and self-esteem. They have to see themselves as being important and to value their lives. These victims are increasing in numbers and since some incidences reach the public, ways of helping to solve these bitter realities need to be developed. Many other people besides the victims are being affected indirectly by the issue. These include, nurses, women activists, human rights activists and law makers and prosecutors, all of whom attempt to deal with this crime and its victims. Hopefully this paper has shed light in the serious and heinous crime known as human trafficking. This is a crime against all of humanity and it must be abolished.

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