CALIFORNIA STATE UNIVERSITY, NORTHRIDGE

Does Interagency Collaboration in the Public Sector Increase the Effectiveness of Anti-Human Trafficking Enforcement?

A graduate project submitted in partial fulfillment of the requirements

For the degree of Master of Public Administration in Public Sector Management and Leadership

By

Ada Montoya

December 2018

The Graduate project of Ada Montoya is approved:

_____   _____
Dr. Henrik Palasani-Minassians, Member   Date

_____   _____
Dr. Philip Nufrio, Member   Date

_____   _____
Dr. Kay Pih, Chair   Date

California State University, Northridge

Acknowledgement

This project would not have been possible without the support from the Graduate Project Committee. I am especially grateful to Dr. Kay Pih, chairman of the committee, and Dr. Henrik Palasani-Minassians, faculty advisor, who have been supportive of my work and have guided me to successfully complete this project by providing me with academic time and expertise. I am especially indebted to the members of my family, whose love and guidance have inspired me to pursue my academic goals. I would like to thank my parents, who are my role models and my inspiration in anything I do.

Table of Contents

Abstract

Does Interagency Collaboration in the Public Sector Increase the Effectiveness of Anti-

Human Trafficking Enforcement?

By

Ada Montoya

Master of Public Administration in Public Sector Management and Leadership

Interagency collaboration in the public sector is necessary to increase the effectiveness of

the anti-human trafficking collaborative effort. The Los Angeles Regional Human

Trafficking Task Force (LARTF) is an example of recent efforts made by public agencies

to increase the effectiveness of anti-human trafficking enforcement in the County of Los

Angeles. This qualitative descriptive study seeks to examine the collaborative effort

between the Los Angeles Police Department (LAPD) and the Los Angeles County

Probation Department (LACPD) by focusing on critical issues such as, governance,

autonomy, mutuality, and administration. The semi-structured in-depth interviews of

twenty public officials who are part of the LARTF effort will help measure its

effectiveness. The results and findings of this study will determine if further

enhancements are needed.

Section 1: Introduction

Human trafficking can be defined as modern-day slavery and a violation to human rights that affects many countries around the world. According to Miller (2013), "human trafficking involves force, fraud, and coercion – legally sanitized words that cover intimidation, kidnapping, beating, rape, deceit, abandonment, and murder" (p. 70). There is an estimate of 700,000 to 800,000 people traded across the world every year (U.S Department of State, 2017). However, it is important to state that because of the complexities of this crime, these figures might not accurately represent the exact number of victims. As reported by the United Nations Office on Drugs and Crime, "it is difficult to estimate the actual size of human trafficking due to factors such as the misidentification or inability to identify such crimes" (Parrenas, Hwang and Lee, 2012, p. 1016). Furthermore, the legislative branch of government has primarily focused on sex trafficking, and slave labor.

The United States has adopted a "zero tolerance policy" against human trafficking because of two reasons, "the trafficking of human beings is a violation of human rights and a national security threat" (Bradbury, 2008, p. 887). The Thirteen Amendment of the US Constitution, which prohibits slavery and involuntarily servitude, has served as one of the first instruments to address the issue of modern slavery. The Mann Act signed into law in 1910, addressed human trafficking of women and its link to coercive sex labor (Bradbury, 2008, p. 910). A major step in the anti-human trafficking effort occurred in the year 2000 with the adoption of The Protocol to Prevent, Suppress, and Punish Trafficking in Persons.

The Protocol provided with new definition on human trafficking:

> Trafficking persons shall mean the recruitment, transportation, transfer, harboring, or
>
> receipt of persons, by means of the threat or force of 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 (Europol, 2015, p.10)

This definition was widely accepted, especially among the community of scholars because it

provided with a better framework that included the various forms of human trafficking.

Furthermore, the United States joined the anti-human trafficking effort in the same year the

Protocol to Prevent, Suppress, and Punish Trafficking in Persons was signed by introducing the

Trafficking Victims Protection Act (TVPA). The TVPA was signed into law by former President

Bill Clinton in October of 2010 and is considered one of the most fundamental anti-trafficking

laws ever passed (Europol, 2015, p. 12). The TVPA's main purpose was to, "combat in persons,

especially into the sex trade, slavery, and involuntarily servitude, to reauthorize certain Federal

programs to prevent violence against women, and for other purposes" (U.S. Department of State,

2017, p.451). The Act also introduced provisions to strengthen law enforcement, resources for

victims, education and training programs. It also included the introduction of an anti-human

trafficking task force constituted by the Secretary of State, the Administrator of the United States

Agency of International Development, the Attorney General, the Secretary of Labor, and any

other appointees designated by the President. Furthermore, the initiative described the activities

the task force would be responsible for, which included, "the evaluation of the United States and

other countries in the prevention, protection, prosecution, and provision to victims of human

trafficking" (U.S. Department of State, 2017, p. 452). The TVPA of 2000 was followed by the

Trafficking Victims Reauthorization Act of 2003 (TVPRA). The TVPRA amended the TVPA of

2000 by adding restrictions on any government contractors who have participated in human

trafficking activities. Specifically, The TVPRA stated that "any contract could be terminated

without penalty if the contractor had or was playing a part in any human trafficking activity" (Bradbury, 2008, p. 911). Reauthorization of the Act since its first reauthorization in 2005 has occurred twice in 2008 and 2013. These reauthorizations included new provisions with the purpose of strengthening the anti-human trafficking collaboration between local and state law enforcement.

At the local level, children are vulnerable and at risk of becoming victims of trafficking, "last year, roughly 200 human trafficking cases were filed by the Los Angeles County district attorney's office" (Bermudez & Mejia, 2018, para. 9). Fortunately, there have also been multiple attempts to strengthen the anti-human trafficking collaborative effort. According to Tsalikis (2011), in recent years, "government, non-governmental organizations, civil society groups, and ordinary citizens have come together to address the challenges human trafficking has imposed" (p. 28). The LA Regional Human Trafficking Task Force (LARTF) is an example of this interagency collaboration ("LA Regional Human," 2018). This task force was formed with the purpose of recognizing, responding, and reporting the trafficking of humans in Los Angeles County. The task force is constituted of public-sector agencies and non-government community-based organizations that share the common purpose of combating human trafficking by supporting investigative strategies and ensuring the provision of services for victims. Specifically, this study examines the engagement between two public agencies participating in the LARTF task force: The Los Angeles Department of Probation (LACPD), and the Los Angeles Police Department (LAPD). The analysis reviews anti-human trafficking enforcement by applying theories of public administration to the approaches used to address the effectiveness of the collaborative effort between these cooperating agencies. Furthermore, the literature review of this study concentrates on the analysis of a new approach that victimizes women and implies

harsher penalties for traffickers. In addition, the study looks over crucial issues that play a fundamental role in anti-human trafficking enforcement: governance, administration, autonomy, mutuality, cooperation, communication and leadership. The exploration of these factors helps determine if there are any enhancements needed in the anti-human trafficking collaborative effort.

Section 2: Literature Review

There have been numerous efforts in the anti-human trafficking collaborative effort. The literature review of this study will concentrate on the analysis of a new approach that victimizes trafficked individuals and imposes harsher penalties for traffickers. The study will examine the following critical issues: vertical and horizontal collaboration among local agencies, governance, administration of available resources, autonomy, mutuality, cooperation, communication, leadership, law enforcement involvement, and performance measurements. The analysis of these factors will help determine if there are any enhancements needed in anti-human trafficking collaborative effort.

Collaboration Among Local Agencies

Intergovernmental relations are necessary to adequately respond to the needs of the population. Government effectively manages in a responsive way when there is strong system of intergovernmental relations collaborating with one another. As expressed by Goldoff and Tagate (1978), "Building bridges to other departments, agencies, and peers, encourages resources and information sharing and fosters understanding of mutual needs and interests." (p. 184). In other words, collaboration can be defined as the understanding of common interests and the commitment to working in conjunction with others who share the same values and goals. As a result, decisions in collaborative forums are consensus-oriented. Unfortunately, consensus is not always reached, but the premise is to meet and strive for consensus and areas of agreement (Ansel & Gash, 2008, p. 547). There are many dimensions in a collaborative effort such as: the cooperation to build commonality, improve consistency, align activities between actors, the process of negotiation and engagement, and future commitments. When analyzing the

collaborative efforts of individuals, it is also important to pay close attention to the context, the purpose, and the motivation behind the collaborative effort (Wanna & O'Flynn, 2008).

According to Norris-Tirrel (2012), although the success of collaboration in the public sector depends on the situation, the actors, and timing; there is still a persistent issue which falls on how to measure and replicate collaboration. Therefore, it has become important for the parties involved in a collaborative effort to define success prior to taking any action. It is also necessary to clarify and communicate about the perspectives and needs of every stakeholder (p. 4). Furthermore, there are factors that should also be considered in the success of a collaborative effort, such as governance, administration, autonomy, and leadership.

Defining success. It is important for each agency collaborating in the task force to define success. Success in the public sector is much more difficult to measure than in the private sector. In the public sector, the relationships between consumer and producers is complicated because the people who pay for the services provided are not always the same people who benefit or will benefit from these services (Kee & Black, 1985). For example, some of the consumers of government services are: students and welfare beneficiaries. Although not all these consumers receive the same product, they all benefit from government products. Taxpayers can also be considered consumers; however, not all taxpayers benefit or see a return from government services. The complication of the different types of relationships between government and consumers leads to complexity when trying to determine the value of success in the public sector. It is also important to note that not all agencies have the same difficulty measuring the success of their programs and not all of them utilize the same types of measurement techniques.

Although challenges in the public sector exist and there is difficulty in assessing the organization's commitment to excellence or to obtain the desirable outcome, there are ways to

overcome the many constraints agencies in the public-sector face. According to Kee and Black (1985), "legislation, public scrutiny, and constitutional checks and balances all create legitimate legal and political limitations on the freedoms of public managers to act" (p. 31). However, the individuals involved in the collaborative effort should figure out a way to take on risks without steeping over boundaries to implement new ways for everyone in the organization to fully commit to professional success. Commitment to success can be successfully reinforced by creating flexible promotional practices, a system of rewards and recognition, and managerial flexibility. Ultimately, Kee and Black (1985) express that the focus on accountability in the public sector must shift from process measure to measuring the success the organization has in producing public value. In other words, public sector organizations should stop paying close attention to the effectiveness of the mechanisms and performance used to carry out its functions but to concentrate on the value it has among the population it serves. Therefore, the agencies that are part of the collaborative effort should identify the importance of their value not only among the victims of human trafficking but also in the communities that benefits from their efforts. For example, law enforcement is a unique governmental agency that plays a crucial role in the collaborative effort against human trafficking. Unfortunately, the definition of success in a law enforcement agency is very different than in most public agencies, "agency employees are likely to receive rewards on the basis of tangible indicators of professional success. The success in apprehending violators is taken as a better indicator of agency enforcement effort, than of reductions in illegal activities" (Besanko & Spulber, 1989, p. 28). In other words, success in law enforcement agencies is influenced by the number of violators that are captured. The higher this number is, the higher the likelihood an employee will receive a promotion, a salary increase, or

an outside offer of employment. Unfortunately, this approach does not necessarily concentrate in reducing the level of crime and it lacks a social welfare measure.

Governance. Governance can be defined as, "the process of decision-making by which decisions are implemented (or not implemented). Good governance is a dynamic concept" (Singh, Ansari, & Singh, 2009). Therefore, to achieve the best results in the collaborative effort, the different entities collaborating must understand the importance of making decisions as a team. The decisions should be taken jointly because they will govern the actions and behaviors of the players. A new strategy that emphasizes on this necessary collaborative effort is known as collaborative governance, "this mode of governance brings multiple stakeholders together in a common forum to with public agencies to engage in consensus-oriented decision making" (Ansel & Gash, 2008, p. 543). The challenge falls in trying to figure out a way to reach consensus between all the actors involved. Consensus can be achieved through a process in which everyone in the collaborative effort understands their shared responsibility, roles, and goals (Thomson, Perry, & Miller, 2009). There are important characteristics that are identified in good governance: participation, accountability, transparency, responsiveness, efficiency, effectiveness, and fairness. Furthermore, good governance listens to the voices of the most vulnerable and focuses not only on the present necessities of a society but also on potential future needs (Singh et al., 2009).

The challenge for the collaborative effort among public organizations falls in the fact that although most of the public agencies can reach consensus when making decisions, law enforcement tends to take a different approach. As expressed by Besanko and Spulber (1989), "normative studies generally treat the government as a single decision maker pursuing specific goals" (p. 26). However, there are some hazards that can serve as obstacles to achieving

collaborative governance. For example, policymakers often seek to maximize social welfare by reducing illegal activity. Unfortunately, law enforcement takes a different direction that might not necessarily be the one desired by other agencies participating in an effort. In other words, there are circumstances in which a law enforcement agency commits to consensus with other agencies in the collaborative effort, but there is difficulty when determining if the actions taken by this agency adhere to the collaborative approach. Furthermore, the definition of success can also influence the likelihood law enforcement agencies will deviate from the common effort, "the agency may deviate by increasing effort to Y, where the marginal value of increasing the apprehension rate exceeds marginal enforcement costs" (Besanko and Spulber, 1989, p. 37).

Administration. Governance is put into action through the process of administering the resources available. In other words, there is a need for an administrative structure to be in place to carry out any collaborative effort. The focus of the administrative process is on the management and implementation of the actions needed to achieve a desired result. There is a series of coordination mechanisms that increase the level of complexity in the implementation process, such as hierarchy, and standardization (Thomson et al., 2009). Therefore, it presents a challenge to establish a system that allows for the effective implementation in the collaborative effort. It is the role of the managers in the organizations to determine if the structure to be in place should be decentralized or centralized, if communication should follow horizontal or vertical patterns, and if the collaborative effort should be treated as a special initiative needing a special structure. These decisions should always take into consideration the common purpose of the collaborative effort and not the individual goal of each agency.

Autonomy. Although the public sector is guided by bureaucratic rules, employees can evaluate and make decisions based on what they believe is the best for the future of the

organization. According to Downie and Telfer (1971), "an agent is sometimes said to be autonomous in virtue of his capacity to choose what to do, whether he will do X or refrain" (p. 293). Therefore, organizational autonomy refers to the agency's identity and the tendency of its members to do what is best for the organization. In a collaborative effort, each organization that plays a role has its own identity that struggles when there is a need to merge with others that possess their own. Leadership and the recognition of the importance of team autonomy play a role when there is a need for the players in the collaborative effort to understand that they are now accountable not only to the demands of their agency but to the other agencies playing a part in the collaborative effort. A recent study has concluded that autonomy its helpful for teams, but additional research is needed to understand the environmental conditions that influence the extent to which autonomy improves team performance. However, it has also been proposed that a positive team autonomy – team performance relationship will only manifest in occasions in which the team is facing uncertainty in its task environment (Cordery, Morrison, Wright, & Wall, 2010).

  Leadership. Leaders play a significant role in organizations and have great responsibility for its failure or success. The idea of leadership has evolved throughout the years. The definition of leadership has shifted from focusing merely on the individual to study relationships and context. A leader is an individual who inspires others to do their best. Leadership is a concept that has been debated by many scholars. According to Verma and Kamlesh (2001), leadership can be defined as the processes and activities that go beyond the limits of management which are imposed by rules, regulations, and procedures, "leadership is a set of exemplary traits, values, and behaviors that individuals possess; the ability to influence action and motivation based on situational contexts and follower's characteristics and ascription among followers" (Rusaw,

2009, p. 551). In other words, the leader is concerned with more than just directing its subordinates but in developing a vision for the future of the organization. Leaders also take on the responsibility of effectively communicating the vision to their subordinates and to inspire them to overcome challenges that might come their way (Verma & Kamlesh, 2001). Therefore, the leader is often forced to take on risks when trying to face barriers. These actions require a leader to develop personal traits such as: high self-confidence, responsiveness, and decisiveness. However, it is important to be aware that there is not a common set of traits or characteristics that can be attributed to effective leaders. Effective leadership cannot be classified or identified by a universal type of behavior (Cope, 1992, p. 505). Therefore, leadership is crucial in the interagency collaborative effort to bring the parties together and to direct them in the right direction, "the literature overwhelmingly finds that leadership is important for bringing stakeholders together and getting them to engage each other in a collaborative spirit" (Ansell & Gash, 2008, p. 554). Leadership is also necessary for setting grounds and rules, building trust, and facilitating dialogue among the individuals that are part of the collaborative effort.

     Mutuality. Perry and Miller (2009) express that, "organizations that collaborate must experience mutually beneficial interdependencies based either on differing interests or on shared interests" (p. 27). In other words, the organizations that are collaborating towards shared interests must pursue their goal which often goes beyond the purpose of their agency's mission. In this collaborative effort, inter-organizational relations are formed in which the actors understand that each agency is unique and it possesses resources that the others might not have. This leads to an effort to complement each other in any way possible to eliminate weaknesses and work towards the common goal. In other words, the principle of mutuality, refers to the complementary realization of ends, "in any interpersonal or intergroup relationship from a successful marriage to

11

a successful relation between nations, where each, seeking his or her own good, attains it so that the other, attains his or her good" (Gotshalk, 1968, p. 241). Furthermore, the relationships among agencies in the public sector should be guided by a duty to pursue public interest. As expressed by Lewis (2006), "the public interest is conceptualized more fruitfully as a process, not as an objectively identifiable end-point" (p. 696). Pursuing public interest also requires to escape the tensions that can emerge when the interest of others conflicts with the interest of a particular agency in the task force.

Cooperation among local agencies. Cooperation in the public sector is an extremely important activity that is achieved when the members of different entities or organizations conclude that their interests are best served when they work together by exchanging resources that enables each entity to achieve their goals. Some have argued that when these agencies with goals in common fail to cooperate with each other, the outcome of the operation is negatively impacted, "when researchers study public and non-profit organizations, they too presume that agencies would perform better if they cooperated with others that serve the same clients or pursue the same objectives" (Weiss, 1987, p. 94). Although, it may seem that every agency and organization in the public sector would naturally embrace cooperation due to the support received from critics and the belief that it will produce the best results for the public good, it is not always the case because of the many obstacles that can be encountered in the path to cooperation. As expressed by Weiss (1987), some of the obstacles that can prevent agencies from cooperating are: the desire to seek autonomy and independence, different expectations from constituents, and the lack of concern with minimizing the uncertainty of others (p. 95).

Coordination. Coordination is essential for institutional efficiency in the public sector, as declared by Singh (1996), "when organizational and institutional units and their component

parts display a high level of coordination and strive in unison for goal attainment, efficiency and smoothness follow in the wake" (p. 86). Therefore, in a collaborative effort it is important for the institutions that are part of it to develop a system to coordinate their relationships to ensure proper functioning of all their parts. Each institution is responsible to coordinate not only their activities but the activities of their partners to make sure they are in tune and working towards their shared goal. Furthermore, organizations that cooperate well with others show their willingness to operate with each other. There have been numerous times when coordination has been referred to as a synonymous of cooperation, however, Singh (1996) notes, "cooperation represents only willingness to operate together. But high willingness to cooperate does not necessarily lead to coordination (p. 86). Coordination ensures working together gradually, and it can occur even when cooperation is not present. Coordination is also more likely to happen when the individuals who are part of the team working together have developed credibility among each other. In other words, these individuals have trust and believe they can all work together towards their shared goal.

  Communication as a key. Communication practices in the public sector are crucial for the effective functioning of a public organization. According to Rich (1992), there are two ways to communicate messages in public organizations: through vertical and horizontal channels of communication. Vertical communication is closely related to supervision and the delivery of messages across the line of authority. Horizontal communication refers to the exchange of information between equals or people who hold the same job title in an organization. Therefore, horizontal communication is necessary in effective interdepartmental coordination efforts.

  In the othe hand, probability, context, and assumptions are also significant when communicating messages. A communicator must be aware that factors, such as probability and

context, influence the communication process. In communication, probabilty refers to the likelihood and number of interpretations given to a message. The set of possible implications refers to behaviors that contribute to the number of interpretations given to a message. For example, if the recipient of the message is not familiar with the language the sender uses when transmitting a message, there is a higher possibility the message will be inacurately interpreted. Therefore, context and assumptions help decipher the message the sender is attempting to relay and the way the receiver perceives the message. According to Johnson (1974), "communicators create meaning out of the context in which it occurs. In other words, individuals interpret messages by examining the circumstances in which the communication process takes place. Context serves as a background and eliminates the probabilities of multiple interpretations" (p. 566). In an interagency collaborative effort, it is essential to use a method of communication that can effectively respond to the needs of everyone involved. If the communication between agencies is effective, the probability of transmitting the correct message to all the players will be higher.

Law Enforcement Involvement

The criminal justice system plays a crucial role in the anti-human trafficking collaborative effort. This system is not only important for the reporting and finding of cases, but also for the role it plays in assisting public agencies by enforcing the law and strengthening their collaborative effort. One of the most important functions of law enforcement involves the arrest and prosecution of offenders. Law enforcement ensures that individuals who are victims of human trafficking receive the protection needed by imposing criminal penalties when needed. Some may argue that law enforcement can offer better protection than agencies that only offer social services by using jail time to deter criminal activities. However, more research is needed

since consensus regarding this statement has not been reached (Haas, Bauer-Leffler & Turley, 2011, p. 360).

A new approach. The new approach in the anti-human trafficking collaborative effort consists of viewing individuals as victims. The Passage of the Victims of Trafficking and Violence Protection Act of 2000, which was later amended in 2003 by the Trafficking Victims Protection Reauthorization Act has been the only statue that recognized that prior legislation had failed to protect women and children as the victims of human trafficking. Unfortunately, victims were often punished with harsher penalties than traffickers. The new legislation stated that women who committed unlawful acts as a result from trafficking could not and should not be penalized for such acts (Hodge, 2008, p. 148). The new approach entails the victimization of the women and children involved. Child protection agencies have contributed to the idea that individuals who are forced into human trafficking should be seen by others as victims of abuse and coercion and not as criminals. Therefore, agencies in the criminal justice system are against the clients that exploit women and not against the victims. This new approach is a lot different than the one taken a few years ago in which victims were arrested off the streets, taken to custody, and charged with a crime. Nowadays, the victimization of individuals has led to harsher penalties. This new approach has also led to the development of new programs that have the goal of encouraging victims off the streets and into education and the workforce by providing them with resources, such as professional counseling.

Harsher penalties for traffickers. Human trafficking is a criminal offense. Unfortunately, the victims of this crime are often reluctant to report it to the authorities because they are afraid they will be legally punished for a crime they committed against their will. Fortunately, the new approach in the anti-human trafficking effort has called for harsher

penalties for those who force victims to engage in illegal activities, however, many advocates

have expressed discontent with the current penalties and argue that they aren't harshly enough.

Although some laws to protect victims already exist, there is a lack of enforcement. For example,

in the state of California, the penalty the person who acts as the middle men between the victims

and the customer is 3 to 6 years in state prison and a Felony charge. The penalty for the customer

and the victim is a misdemeanor with up to a year in prison and/or a $1000.00 fine (Hodge,

2008, p. 49). The data above is significant because although it is argued by public organizations

that people who are trafficked should be seen as the victims, they continue to be punished with

the same penalty a trafficker receives. As expressed by Jennings (1976), "removing the criminal

penalties from crimes related to the trafficking of humans may, therefore, both decrease

associated crimes and encourage the victims of these crimes to report them to police" (p. 1244).

Performance measurements. Law enforcement agencies share similarities with other

government agencies, however, they are also unique because of the mechanisms available to

measure its performance. For example, performance can be measured by examining variables

such as, the crime rate, clearance rate, and response time. However, it is also necessary to note

that the statistics derived from these factors might not necessarily be an accurate indicator of

how effective the performance of a law enforcement organization is. Performance measurement

in the public-sector is limited because of the inability to divide public goods by the number of

resources used to produce them. Lynch and Day (1996), describe, "government does not have the

profits found in private business. Effective performance measurements are difficult" (p. 415).

Although, performance measurements are difficult, the analysis of the outputs in a law

enforcement agency can effectively help in assessing the agency's goals and objectives

achievement. In other words, if law enforcement agencies meet their goals and objectives, then

we can conclude the organization's performance is effective. However, if this is a correct assumption, it might be necessary to further investigate if this result contributes to a higher effectiveness in the anti-human trafficking collaborative effort.

Crime rate. It is important to determine whether crime rate can be used to measure the effectiveness of a law enforcement agency. It is argued by some that although crime rate provides with an insight into how effective law enforcement is by measuring the number of arrests and citations given in the effort to eradicate a specific type of crime, it has also been argued that crime does not accurately represent the effectiveness of law enforcement because of other important factors such as, satisfaction and safety. In other words, lower crime rate does not necessarily equal to a high level of satisfaction and safety. However, can crime rate accurately predict the effectiveness or ineffectiveness of an interagency collaborative effort? As expressed by Maltz (1975), "the crime rate is actually the reported crime rate, the number of reported crimes, by type of crime, in a jurisdiction per year, normalized to a standard population" (p. 454). Therefore, crime rate does not accurately represent the actual number of crime but only those that get reported.

Clearance rate. The clearance rate refers to the number of crimes that are solved by a law enforcement agency in relation to the number of crimes that are reported. The clearance rate has also been used by law enforcement as a measure of performance. Unfortunately, using clearance rate to measure the effectiveness of an agency has limitations. One of the limitations of this measure is the difficulty to account for the exact number of crimes. In other words, the denominator of this operation can change drastically impacting the clearance rate. Maltz (1975) adds, "if clearance rate is to be used as a measure of policy proficiency, attention should be devoted to the quality of arrests made" (p. 457).

17

Arrests. Can the number of arrests by a law enforcement agency be used to measure the effectiveness of the agency when attempting to decrease a crime? Arrests are not the same as clearance rate and are characterized by not being directly tied to the number of offenses committed. However, it is unclear if the number of arrests in a specific type of crime equals or provides with an insight on the effectiveness of law enforcement. As stated by Maltz (1975), "increases in these arrests rate may signify increased effectiveness, but they may also mean increased illegal activity or increased police attention to the problem" (p. 457). Therefore, the number of arrests itself cannot be used to report on the effectiveness of a task force that seeks to decrease or eliminate a crime. Although the number of arrests does not necessarily speak to the effectiveness of interagency collaboration, when they are paired with other factors such as, the type and quality of an arrest, may provide with a better indication of the collaborative effort's level of success.

Response time. There are several factors that can influence the productivity of an organization. Some of these factors are the strategy and decision-making process in a specific organization. In law enforcement, the strategies used are influenced by the arrangements put in place to carry out these strategies, "common input units include police officers, patrol cars, and radios. Activities are processes that convert these inputs into outputs" (Ostrom, Parks, Percy & Whitaker, 1979). In other words, inputs are converted into outputs and outputs are used to determine the level of police effectiveness. However, responsiveness is a concept that also has to do with the level of consumer satisfaction and does not necessarily measure the effectiveness of a law enforcement organization, "even if the relation between quick response and apprehension does hold, it does not necessarily follow that response time is a good proxy measure for police effectiveness" (Waltz, 1975, p. 466). Regardless of how well can response time be used as a

measure of effectiveness, there is a disadvantage that the organization using such measure will focus on achieving response time goals instead of the eradication of the crime. Maltz (1975) expresses, "if the program operations concentrate on the proxy to the exclusion of the initial objective, the proxy is no longer a good substitute for the goal of interest" (p. 468).

The analysis of the literature indicates that a collaborative effort tends to be effective when the purpose and advantage of the collaborative effort are concrete and there are small wins along the way. As expressed by Ansell and Gash (2008), although these intermediate outcomes may represent tangible outputs in themselves, they should be represented as critical process outcomes that are essential for building the momentum that will lead to successful collaboration or increase the effectiveness of anti-human trafficking enforcement. These small wins will encourage the participants in the task force to repeat the initiate to build trust and commitment to the collaborative effort. (p. 561). Therefore, trust, and interdependence are crucial to obtain the desired result in a collaborative effort. In addition, when strong relationships are formed with trust as a foundation, there is a higher probability teams will develop strategies to find solutions for the problems they face. Furthermore, the leaders and members of a collaborative effort must question and analyze the factors laid out in the literature review to determine how these can facilitate or complicate achieving the desired result. Furthermore, an instrument can be created and used as a framework to identify key challenges and limitations to the strategies used in the collaborative effort.

Section 3: Methodology

Measuring collaboration in the public sector is necessary to determine if changes are needed in the anti-human trafficking collaborative effort. Despite all of the evidence laid out in the literature review of this study, it is unknown if there have been actions taken to examine the effectiveness of the anti-human trafficking enforcement in the County of Los Angeles. Furthermore, in order to understand the effectiveness of the anti-human trafficking collaborative effort, it is necessary to analyze the relationship between the following factors: governance, administration, autonomy, mutuality, cooperation, communication and leadership.

Although there is extensive data available in the literature about what is known in the anti-human trafficking collaborative effort, there is so much more to be learned and explored about specific areas of the topic such as the administration and coordination of resources among the Los Angeles Police Department (LAPD) and the Los Angeles County Probation Department (LACPD), agencies directly involved in the LA Regional Human Trafficking Task Force (LARTF). Therefore, primary data will be collected to address questions that have emerged from the analysis of the literature review. Some of the questions that have and will continue to guide this work are the following: Is the administration of resources effective in the anti-human trafficking collaborative effort? Do the agencies that are part of the task force share the same objectives? Are these agencies committed to act on satisfying the needs of the task force? Does everyone in the task force participate in the decision-making process? Therefore, an instrument will be created with the purpose of gathering data that can assist in finding answers to these and other questions.

Instrument

In order to effectively address the research gap, a descriptive research design will be utilized. As expressed by Carpenter (1954), "the purpose of this research is to establish a description of material and phenomena under investigation. Observation is emphasized" (p. 150). The ultimate-aim of this study is to classify and examine existing research along with the primary data resulting from this study to make it available to public officials of the LAPD and LACPD. These agencies can utilize the findings for the improvement and implementation of changes in their interagency collaborative effort if it is determined to be needed. In addition, a qualitative approach composed of in-depth interviews will be composed to collect reliable data. This qualitative study will allow to measure the effectiveness of the collaborative effort and it will seek to generate in-depth accounts from selected LARTF partners, specifically key decision makers, investigators, local leaders, and justice system partners, who are directly involved in the effort. As stated by Kuper, Leeves and Levinson (2008), "qualitative research allows for the generation of rich data and the exploration of real-life behavior, enabling research participants to speak for themselves" (p. 404). The interviews will concentrate in the evaluation of governance, administration, autonomy, mutuality, cooperation, law enforcement involvement, and other factors that are significant in the anti-human trafficking collaborative effort. In addition, the discussions will consist of several questions to further assess the factors discussed in the literature. For example, governance will be measured by using questions related to participation, accountability, transparency, responsiveness, efficiency and effectiveness. Administration will be assessed by including items such as the processes used by each organization in the implementation of the collaborative effort. Ultimately, autonomy and mutuality can be examined by asking questions that have the objective of identifying how much employees value their

organization's identity and their understanding about working towards the shared purpose in the collaborative effort, which often transcends the unique mission of an organization. It is important to acknowledge that the participating agencies vary in size and operational structure but share the purpose of collaborating in the anti-human trafficking collaborative effort, therefore, a representative sample size of twenty individuals has been determined. In addition, based on the participation rate, the researcher can attempt to make-generalizations about the findings.

Procedure and Ethical Considerations

Primary and existing data will be used to compare multiple factors simultaneously. Existing data will be collected from pertinent documents, such as agency's reports, strategies and memorandums that describe any collaborative and cooperative effort among the participating agencies. In addition, primary data will be gathered through the usage of interviews which will provide with a better insight regarding the effectiveness of the interagency collaborative effort. Interviewees will be notified in writing participation is voluntarily and consent will be obtained prior to conducting the study. Participants will also be given reassurance identifiable information such as, race and ethnicity, will not be used or included in the final research report. Primary and identifiable data will be kept confidential, securely stored in separate laptops password protected, and it will only be accessible by the researcher. In addition, the purpose of this study will be communicated to all participants in writing, therefore, individuals will have the option to accept or decline participation. Participants will be made aware incentives will not be provided to anyone upon participation. Additionally, the researcher will be cautious of the context and how it can influence the interaction with participants.

This procedure will be efficient, cost-effective and it will provide with additional information in identifying ways the agencies involved in the task force can collaborate and

provide each other with the support needed, "the descriptive method, as a method of science, aims at an understanding or generalization concerning the behavior of the objects studied so that stable beliefs can be imposed on the flux of change in which the objects originally exist" (Krishnarao, 1961, p. 46). Although there could be potential resources of bias when conducting research, the data that will be applied in this study will not be interpreted in favor of anyone's beliefs by ensuring the expert sample selected is diverse and representative of the actual number of individuals in the LARTF effort. Ultimately, the interpretation of the data in this study will be analyzed with the sole purpose of finding the best answers to the research question and to extend and modify existing theories.

Section 5: Analysis and Recommendations

It can be concluded from the data collected in the literature review of this study that the anti-human trafficking collaborative effort in the County of Los Angeles needs enhancements. Although the perceived issue is the ineffectiveness of the anti-human trafficking interagency collaborative effort, the real problem is deeper and to fully understand it, it should be examined from the system thinking perspective, "looking at the whole versus the parts. A framework from seeing patterns and interrelations" (Minarik, Thornton, & Perreautl, 2003). In other words, any attempt to enhance the effort will fail unless other factors, such as observables, assumptions, and justifications are examined by key decision makers, investigators, local leaders, and justice system partners.

According to Koch (1971) an observable is defined as, "any message sent or received, independent from any written or spoken word. It is an instance of nonverbal communication" (p. 288). For example, an observable in the anti-human trafficking collaborative effort between the Los Angeles Police Department (LAPD) and the Los Angeles County Probation Department (LACPD) is the responsiveness of law enforcement agencies. Furthermore, the assumption regarding this observable is the belief that this process cannot be enhanced because of multiple reasons such as: understaffed task force units, poor communication between the agencies involved, and unclear expectations. In addition, some of the justifications for the ineffectiveness of the effort can be attributed to the lack of commitment from participating agencies when implementing change and their differing objectives. Therefore, it is important for these agencies to break through these assumptions to find a solution.

Positive and Negative Feedback Loops

Positive feedback loops can be defined as the forces that reinforce change. Positive feedback loops in the anti-human trafficking collaborative effort is the opinion of public officials who play an important role in the decision-making process. Therefore, their participation in the anti-human trafficking collaborative effort has created a movement to implement change by promoting awareness regarding the actions needed to guide the effort in the right direction. At the contrary, negative feedback loops are the forces that keep the system stable and resistant to change. The negative feedback loops seen among the interagency collaborative effort are the rules and regulations that can potentially slow down the implementation of new strategies and processes. These rules and regulations prevent the individuals that are part of the effort from being creative and they decrease the likelihood of taking on new risks to explore new ways to improve the endeavor.

Think and Act Strategically

In order to overcome negative feedback loops, there is a need to think and act strategically. Often the importance of thinking strategically is underestimated because of the lack of trust in change. Thinking strategically refers to the act of analyzing, evaluating, and preparing for any challenge an organization may face. In addition, the process of thinking strategically entails developing a clear identification of LA Regional Human Trafficking Task Force (LARTF) challenges and concerns. It is also important to evaluate these challenges to determine how they can be turned into opportunities by thinking strategically. Public officials play a key role in this process, therefore, engagement and trust on each member of an organization is necessary for successful strategists. When the relationships among these key players are positive, there will be a greater chance of understanding the long and short-term goals of a collaborative

effort. Furthermore, an effective way the LAPD and LACPD can strategize is by reflecting on the findings of this study and by developing an action plan to implement necessary enhancements. This evaluation process not only helps identify objectives, but also the extent to which they have been carried out. Therefore, in circumstances in which these objectives and goals have not been met or no longer fit the purpose of the task force, key stakeholders will need to decide whether they should or should not prevailed. As expressed by Wildavsky (1972), "evaluation should not only lead to the discovery of better policy programs to accomplish existing objectives but to alteration of the objectives themselves" (p. 510). Consequently, once key members of the collaborative effort have reflected on the findings of the study, it will be necessary to develop an action plan. Developing an action plan entails the analysis of all the possible outcomes and solutions to the problems found in the analysis of the collected primary data. In addition, the implementation process will need to focus in actions that will increase interagency collaboration effectiveness, such as the exchange of ideas and information between agencies, which can be achieved by the creation of new training programs that will promote the importance of mutuality, autonomy, and governance. Consequently, thinking and learning how to strategize is not an easy task but one that can be successfully accomplished with the cooperation of all the members of the task force. Ultimately, future research must continue to explore the factors laid out in the literature review to determine how they can be enhanced to achieve the desired result.

References

Ansell, C., & Gash, A. (2008). Collaborative Governance in Theory and Practice. *Journal of*

Public Administration Research and Theory: J-PART, 18(4), 543-571. Retrieved from

http://www.jstor.org.libproxy.csun.edu/stable/25096384

Besanko, D., & Spulber, D. (1989). Delegated Law Enforcement and Non-cooperative

Behavior. *Journal of Law, Economics, & Organization, 5*(1), 25-52. Retrieved from

http://www.jstor.org.libproxy.csun.edu/stable/764932

Bermudez, E., & Mejia, B. (2018). Human trafficking crackdown nets more than 500

arrests statewide. *Los Angeles Times*. Retrieved September 21, 2018, from

http://www.latimes.com/local/california/la-me-ln-human-trafficking-20180130

Bradbury, J. (2008). Human Trafficking and Government Contractor Liability: Is Far a Step in

The Right Direction? *Public Contract Law Journal, 37*(4), 907-921. Retrieved from

http://www.jstor.org.libproxy.csun.edu/stable/25755692

Candes, M. (2001). The Victims of Trafficking and Violence Protection Act of 2000: Will it

Become the Thirteenth Amendment of The Twenty-first Century? *The University of*

Miami Inter-American Law Review,32(3), 571-603. Retrieved

from http://www.jstor.org.libproxy.csun.edu/stable/23317741

Carpenter, F. (1954). Wanted: More Descriptive Research in Education. *Educational Research*

Bulletin, 33(6), 149-168. Retrieved from

http://www.jstor.org.libproxy.csun.edu/stable/1474387

Cope, G. (1992). *Public Productivity & Management Review,15*(4), 504-506.

doi:10.2307/3380636

Cordery, J., Morrison, D., Wright, B., & Wall, T. (2010). The impact of autonomy

    and task uncertainty on team performance: A longitudinal field study. *Journal of*

    Organizational Behavior, 31(2/3), 240-258. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/41683904

Downie, R., & Telfer, E. (1971). Autonomy. *Philosophy, 46*(178), 293-301. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/3750009

Europol. (2005). *Legislation on trafficking in human beings and illegal immigrant smuggling*.

    Europol Public Information.

Frey, B., & Benz, M. (2005). Can Private Learn from Public Governance? *The Economic*

    Journal, 115(507), F377-F396. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/3590387

Geller, W., & Morris, N. (1992). Relations between Federal and Local Police. *Crime and*

    Justice, 15, 231-348. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/1147620

Gotshalk, D. (1968). Democracy and Mutuality. *Journal of Thought, 3*(4), 240-244.

    Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/42588095

Goldoff, A., & Tatage, D. (1978). Joint Productivity Committees: Lessons of Recent

    Initiatives. *Public Administration Review, 38*(2), 184-186. doi:10.2307/976296

Haas, S., Bauer-Leffler, S., & Turley, E. (2011). Evaluation of Cross-disciplinary

    Training on the Co-occurence of Domestic Violence and Child Victimization:

    Overcoming Barriers to Collaboration. *Journal of Health and*

    Human Services Administration, 34(3), 352-386. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/23208382

Hodge, D. (2008). Sexual Trafficking in the United States: A Domestic Problem with

    Transnational Dimensions. *Social Work,53*(2), 143-152. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/23721103

Jennings, M. (1976). The Victim as Criminal: A Consideration of California's Prostitution

    Law. *California Law Review, 64*(5), 1235-1284. doi:10.2307/3480055

Johnson, M. (1974). Context, Flexibility and Meaning: Some Cognitive Aspects of

    Communication. *Journal of Advertising, 3*(1), 16-20. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/4187902

Kee, J., & Black, R. (1985). Is Excellence in the Public Sector Possible? *Public Productivity*

    Review, 9(1), 25-34. doi:10.2307/3379922

Krishnarao, B. (1961). The Descriptive Method in Social Research. *Sociological Bulletin, 10*(2),

    46-52. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/42864589

Kuper, A., Reeves, S., & Levinson, W. (2008). Qualitative Research: An Introduction to Reading

    and Appraising Qualitative Research. *BMJ: British Medical Journal, 337*(7666), 404-

    407. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/20510591

LA Regional Human Trafficking Task Force. (n.d.). Retrieved September 24, 2018, from

    http://lahumantrafficking.com

Lewis, C. (2006). In Pursuit of the Public Interest. *Public Administration Review, 66*(5), 694-

    701. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/3843898

Lynch, T., & Day, S. (1996). Public Sector Performance Measurement. *Public Administration*

    Quarterly, 19(4), 404-419. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/41288141

Maltz, M. (1975). Measures of Effectiveness for Crime Reduction Programs. *Operations*

    Research, 23(3), 452-474. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/169696

Miller, J. (2006). Slave Trade: Combating Human Trafficking. *Harvard International Review,*

    27(4), 70-73. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/42763061

Minarik, M., Thornton, B., & Perreault, G. (2003). Systems Thinking Can Improve

    Employee Retention. *The Clearing House,76*(5), 230-234. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/30189838

Norris-Tirrell, D. (2012). Introduction: Assessing Multiple Dimensions of

    Collaboration. *Journal of Health and Human Services Administration, 35*(1), 4-10.

    Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/41710238

O'Flynn J. (Eds.), *Collaborative Governance: A new era of public policy?*

    (pp. 3-12). ANU Press. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/j.ctt24h315.6

Ostrom, E., Parks, R., Percy, S., & Whitaker, G. (1979). Evaluating Police Organization. *Public*

    Productivity Review, 3(3), 3-27. doi:10.2307/3380231

Orlov, R. (2017). Neighborhood work to control prostitute, pimps. *Los Angeles*

    Daily News. Retrieved January 09, 2018, from

    https://www.dailynews.com/2013/10/06/neighborhoods-work-to-control-prostitutes

Ospina, S., & Yaroni, A. (2003). Understanding Cooperative Behavior in Labor Management

    Cooperation: A Theory-Building Exercise. *Public Administration Review, 63*(4), 455-

    471. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/977401

Parreñas, R., Hwang, M., & Lee, H. (2012). What Is Human Trafficking? A Review

    Essay. *Signs, 37*(4), 1015-1029. doi:10.1086/664472

Rich, W. (1982). The Effect of Status Conflicts on Productivity and Communication in Public

    Organization. *Public Productivity Review, 6*(1/2), 93-101. doi:10.2307/3380404

Singh, C. (1996). Coordination: The Achilles' Heel of Development Administration. *Indian*

    Journal of Industrial Relations, 32(1), 86-99. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/27767455

Singh, D., Ansari, N., & Singh, S. (2009). Good Governance & Implementation in Era of

    Globalization. *The Indian Journal of Political Science, 70*(4), 1109-1120. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/42744023

Starks, V. (2008). The U.S. Government's Recent Initiatives to Present

    Contractors from Engaging in Trafficking in Persons: Analysis of Federal Acquisition

    Regulation Subpart 22.17. *Public Contract Law Journal,*

    37(4), 879-905. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/25755691

Tsalikis, C. (2011). Human Trafficking: The Wound That Shames Our Present. *The World*

    Today, 67(8/9), 28-30. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/41962695

Thomson, A., Perry, J., & Miller, T. (2009). Conceptualizing and Measuring

    Collaboration. *Journal of Public Administration Research and Theory: J-PART, 19*(1),

    23-56. Retrieved from

    http://www.jstor.org.libproxy.csun.edu/stable/29738932

Weiss, J. (1987). Pathways to Cooperation among Public Agencies. *Journal of Policy Analysis and Management, 7*(1), 94-117. doi:10.2307/3323353

Weitzer, R. (2007). Prostitution: Facts and fictions. *Contexts, 6*(4), 28-33. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/41801078

Valley Bureau Human Trafficking Task Force Breaks Up Prostitution Ring. (2016, January 28). *The San Fernando Valley Sun*. Retrieved January 09, 2018, from http://www.sanfernandosun.com/news/article_a050a660-c5d8-11e5-a002-173a31a1144f.html

Verma, D., & Jain, K. (2001). Leadership and Management: Emerging Consensus. *Indian Journal of Industrial Relations,36*(4), 479-491. Retrieved from http://www.jstor.org.libproxy.csun.edu/stable/27767745

Wildavsky, A. (1972). The Self-Evaluating Organization. *Public Administration Review, 32*(5), 509-520. doi:10.2307/975158

U.S. Department of State. (2017). *Victims of Trafficking and Violence Protection Act*. Retrieved December 19, 2017, from https://www.state.gov/j/tip/laws/61124.htm