



**USAID**  
FROM THE AMERICAN PEOPLE

# Trafficking in Persons: USAID's Response

March 2005

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**“It takes a special kind of depravity to exploit and hurt the most vulnerable members of society. Human traffickers rob children of their innocence, they expose them to the worst of life before they have seen much of life. Traffickers tear families apart. They treat their victims as nothing more than goods and commodities for sale to the highest bidder.”**

**PRESIDENT GEORGE W. BUSH, JULY 2004**

## Introduction

**TRAFFICKING: THE 21ST CENTURY SLAVE TRADE** Trafficking in persons is driven by the persistent global demand for cheap labor, often in hazardous conditions, and for commercial sexual exploitation. Due to their relatively low social and economic status, women and children constitute the majority of trafficking victims, perhaps as many as 80 percent.<sup>1</sup> Men are also preyed upon or duped by traffickers in large numbers and forced to work in exploitative and dangerous conditions. The U.S. Department of State estimates that between 600,000 and 800,000 women, children, and men are trafficked between countries each year, plus millions more within national boundaries.<sup>2</sup> And the numbers are growing.

Most often, women and children are trafficked into prostitution or the pornography business, although they are also forced into domestic servitude, indentured labor, unwanted marriages, and begging. Men and boys are preyed upon through deception or force for exploitative and hazardous manual labor, including mining and on agricultural plantations. At times, entire families may be held in debt bondage. During conflicts, especially where rebel forces or militias are active, women and children are forced to serve the armed units either as sex slaves, cooks, combatants, bodyguards, or porters.

As with drug and arms trafficking, trade in human beings flourishes in societies in conflict and those with porous borders, high levels of corruption, and a weak rule of law. Where violence against women and female exploitation is considered acceptable, abuse by traffickers, pimps, neighbors, and, tragically, those charged with protecting potential victims is even more prevalent. Extreme poverty, political instability, bleak economic opportunities, inadequate education, and lack of protection under the laws and customs of society all create conditions conducive to trafficking. When natural disasters strike, destruction of

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1. "President Announces Initiatives to Combat Human Trafficking," Tampa Marriott Waterside Hotel, Tampa, Florida, July 16, 2004, <http://www.whitehouse.gov/news/releases/2004/07/20040716-11.html>

2. Trafficking in Persons Report, the U.S. Department of State, June 2004.

the social order and safety nets for the most vulnerable also produce fertile ground for predators.

Capitalizing on corruption, poverty, and desperation, traffickers include organized crime, individual dealers, and even unscrupulous officials, who take advantage of the international appetite for cheap labor and sex by preying on vulnerable groups. In almost all countries, some degree of trafficking occurs, with poorer nations serving as sources of victims, others as transit centers, and wealthier countries as destination sites.

Human trafficking is the slave trade of the 21st century. It violates the fundamental human rights of its victims, who are tricked into accepting bogus jobs, captured or kidnapped, bought and sold, and forced into servitude. It weakens family and social structures, undermines government authority and the rule of law, and destroys the lives of millions while supporting and perpetuating international crime syndicates. According to the United Nations, profits from trafficking provide organized crime with its third largest source of revenue, after narcotics and weapons.<sup>3</sup>

Awareness of this egregious human rights abuse has grown in recent years, as have efforts to understand, untangle, and combat its complex and clandestine web of operations. Formal and informal networks of anti-trafficking activists—civil society leaders, non-governmental organizations (NGOs), faith-based groups, governments, international organizations, and donor agencies—are emerging and joining forces to eliminate the causes, protect the victims, and prosecute the perpetrators of trafficking.

**“Every nation that fights human trafficking has a friend in the United States.”**

**PRESIDENT GEORGE W. BUSH, JULY 2004**

The U.S. Government's Approach to Combating Trafficking The U.S. Government views trafficking as modern day slavery and has adopted an “abolitionist” approach to combating it. U.S. efforts embrace a comprehensive attack, opposing prostitution and related activities such as pimping, pandering, and maintaining brothels, which it considers not only inherently harmful and dehumanizing but also contributors to the phenomenon of trafficking in persons. The U.S. Government's position is that these activities should not be regulated as a legitimate form of work for any human being.

The policy of the United States is to treat trafficked people as victims. To that end, the U.S. Government will support initiatives that provide education and employment opportunities to victims of trafficking as well as shelter and services as victims rebuild their lives. The U.S. Government also supports initiatives to help prevent trafficking, particularly among vulnerable populations such as women and children, including effective educational campaigns to warn them of the dangers posed by traffickers.

3. Ibid.

The U.S. Government was an early leader in the fight against trafficking and remains committed to continuing its support for anti-trafficking initiatives both at home and overseas. In 2003, the United States strengthened and expanded the provisions of its landmark Victims of Trafficking and Violence Protection Act (TVPA) of 2000 through the Trafficking Victims Protection Reauthorization Act (TVPRA). Over the last four years, the Government has provided nearly \$300 million to support anti-trafficking programs in more than 120 countries and is helping other governments develop laws to combat abuse, create special law enforcement units to investigate trafficking cases and rescue victims, build emergency shelters, and develop long-term rehabilitation and vocational training programs.<sup>4</sup> In his address to world leaders at the United Nations General Assembly in September 2003, President Bush pledged \$50 million in additional funding to support organizations that rescue women and children from bondage and give them shelter and medical treatment. Eight countries—Brazil, Cambodia, India, Indonesia, Mexico, Moldova, Sierra Leone and Tanzania—were selected to receive this assistance.

## **THE U.S.AGENCY FOR INTERNATIONAL DEVELOPMENT: COMBATING TRAFFICKING STRATEGICALLY**

**“Human trafficking is a development issue. We cannot separate the development process in a country from the trafficking issue.”**

**ADMINISTRATOR ANDREW NATSIOS**

The U.S. Agency for International Development (USAID) plays a leading role in America’s fight against trafficking. Despite the extraordinary complexity of the business, the Agency is making progress in helping developing and transition countries identify trafficking patterns, outmaneuver traffickers, and prevent incidents of trafficking while supporting victims and capturing and punishing predators.

In Asia and the Near East, for example, USAID has developed a region-wide anti-trafficking framework as well as a mapping project in the Mekong area that will inform all U.S. Government agencies working there of trafficking patterns and trade routes. Similarly, in Latin America, USAID and the U.S. Department of State are supporting the Peruvian Government’s efforts to improve methods of collecting data and tracking trafficking cases. When asked for assistance, USAID responds quickly to countries just beginning to address trafficking. In 2004, Ecuador requested and received support to strengthen municipal policies and trafficking legislation, and the Ministry of Labor, Human Services and Social Security in Guyana sought aid to launch a public awareness campaign, which USAID supported.

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4. “President Announces Initiatives to Combat Human Trafficking,” Tampa Marriott Waterside Hotel, Tampa, Florida, July 16, 2004, <http://www.whitehouse.gov/news/releases/2004/07/20040716-11.html>

USAID's current anti-trafficking programs are larger, more strategic, more comprehensive, and of longer duration than in previous years. The Agency is acquiring keener insights into the complex trafficking web and developing the expertise to devise increasingly sophisticated, strategic, and successful responses.

Drawing on experience and improved information flows, for example, USAID designs and supports activities today that are carefully tailored to particular countries or regions as well as finely tuned to attack specific dimensions of the trafficking problem. In Bangladesh, USAID builds on nearly a decade of anti-trafficking work by supporting civil society coalitions and human rights organizations to conduct prevention and awareness campaigns throughout the country. With a USAID grant, a local NGO is training a group of *imams*—local religious leaders—to help spread the word that traffickers are operating in their country. After their training, the *imams* themselves conduct community-level training, leading to the formation of watchdog groups comprised of local opinion leaders, officials, and law enforcement agents. The project encourages the groups to develop strategies and tools to prevent trafficking while fostering exchanges between *imams* and community groups to share good practices and lessons learned in the fight against trafficking.

In the Ukraine, a long-term USAID anti-trafficking effort now supports a country-wide network of faith-based, educational, and non-governmental organizations to increase awareness among government and community leaders, social service providers, and the general public. This ongoing campaign also targets high risk groups, alerting them to the dangers of trafficking, arming them with information on how traffickers operate, and motivating them to protect themselves from traffickers.

USAID's activities work in concert, employing complementary approaches and targeting multiple aspects of the trafficking phenomenon simultaneously. In Albania, for example, three separate yet reinforcing programs are underway, all aimed at different dimensions of trafficking. A grants program helps strengthen and coordinate efforts by community leaders, NGOs, and the government to prevent trafficking and reintegrate victims into their communities. USAID's Office of Women in Development supports a program that targets trafficking-related legal issues, including training for judges. At the same time, another program for children trafficked from Albania to Greece and Italy includes activities geared to prevention, protection, assisted return, and the reintegration of victims.

To support the increasing need to combat trafficking in persons, USAID's budget for these efforts has increased significantly in the last four years. Funding for USAID anti-trafficking programs totaled over \$27 million in fiscal year 2004, including \$16.7 million from the

FISCAL YEAR	USAID ANTI-TRAFFICKING ASSISTANCE
2001	\$6.744 million
2002	\$10.715 million
2003	\$15.419 million
2004	\$27.591 million

USAID budget and \$10.9 million from a Presidential Initiative to Combat Human Trafficking. This included \$10.8 million in Eastern Europe and Eurasia, \$10.6 million in Asia, \$3.5 million in Africa, and \$1.3 million in Latin America and the Caribbean, with an additional \$1.4 million from the Office of Women in Development for global efforts.



# USAID Anti-Trafficking Assistance 2001-2004



# USAID's Regional Anti-Trafficking Activities

## AFRICA

In Africa, internal conflicts have provided fertile ground for the trafficking of child soldiers and women forced to serve as combatants or to provide sexual services for troops. Young women are also trafficked into prostitution and domestic servitude, both within the region and externally to Europe and the Middle East, and children are trafficked into forced labor in agriculture, fishing, mining, domestic service, and prostitution. The traditional practice of “fostering,” in which poor, rural families place their children with more prosperous family members or friends to receive an education or vocational training, is sometimes corrupted by traffickers who instead put the children into situations of sexual exploitation, forced domestic servitude, begging, or street vending.

USAID's response focuses on programs aimed at raising public awareness of the dangers of trafficking, especially for children and young women. In addition, activities provide psycho-social support, medical assistance, skills training, and improved job opportunities for trafficking victims, especially child soldiers and women affiliated with the fighting forces.

## WEST AFRICA: USAID REGIONAL RESPONSES

Armed conflicts have repeatedly ravaged the Mano River Union area of West Africa, where women and girls have suffered as victims of violence and torture, including sexual violence and trafficking. With funding from the Presidential Initiative, USAID is supporting activities to raise public awareness about the nature and extent of this violence and to give traumatized victims access to quality mental health care to help them recover.

A Coordinated Counter-Trafficking Approach In West Africa In West Africa, USAID is targeting both source and destination countries in a comprehensive approach to stem the supply and demand for child labor. In Mali, USAID is supporting production of a radio-based soap opera to raise awareness about child trafficking and child welfare issues. Designed to appeal to a wide audience, the soap operas are recorded in Djoula, a market language spoken throughout the region, and will be broadcast in the Ivory Coast and Burkina Faso as well as in Mali. The USAID West Africa Regional Program is also supporting radio programming in Niger and Togo to raise awareness of trafficking issues. This activity is conducted in close coordination with the anti-trafficking radio work supported by the USAID Mission in Mali.

A multi-dimensional program, implemented by the International Rescue Committee, the Center for Victims of Torture, and Search for Common Ground, will provide sustainable psycho-social care for Sierra Leoneans and Liberians suffering from war-related trauma and trafficking abuse. The program is designed to increase community awareness of the critical need for these mental health services and to motivate rescued victims to seek help. Through media and cultural activities promoting dialogue and information sharing among people in the border region, the program is also taking crucial first steps to begin building a culture of peace.

With funds from the Office of Women in Development, the USAID's West Africa Regional Mission Program is supporting a two-pronged effort to reduce trafficking in the 15 member states of the Economic Community of West Africa (ECOWAS). The program includes an awareness-raising component targeting civil society organizations with messages about the ramifications of trafficking as well as information about existing trafficking reduction and victim assistance programs. The goal of this component is to alert the general public to the risks of dubious job offers and the dangers of falling prey to criminal trafficking networks. Through a complementary component, USAID is supporting training for judges and magistrates to increase their knowledge of trafficking issues and inform them of available legal instruments for prosecuting traffickers and protecting victims' rights.

### **BENIN: INCREASED JOB SKILLS AND BETTER INFORMATION**

The USAID Mission in Benin is expanding its earlier collaboration with the Ministry of Family and Children, the United Nations Children's Fund (UNICEF), and the growing national and local NGO community to prevent trafficking of children and young women. The objective is to increase jobs and options for poor and vulnerable populations to earn a living by providing flexible education, training, and marketable skill building opportunities. At the same time, USAID supports the production and airing of radio programs for both rural and urban audiences to increase public awareness of the dangers of accepting employment offers that can lead to exploitative and slave labor. The programs, which describe the types of offers that should be viewed with suspicion, also convey the message that jobs sounding too good to be true most likely are.

### **NIGERIA: MORE UNDERSTANDING AND BETTER TREATMENT FOR VICTIMS**

The USAID Mission in Nigeria supports multi-faceted anti-trafficking activities implemented by the International Organization for Migration (IOM) and Nigerian organizations and agencies. To combat an apparent public tolerance for trafficking, USAID launched an aggressive public education and sensitization campaign in regions known to be sources for trafficked victims. The campaign is designed to reveal the explicit risks and realities of trafficking to

communities where individuals are lured, duped, purchased, kidnapped, or captured. Yet another dimension of USAID’s anti-trafficking program in Nigeria provides vulnerable women and children and returning victims a full range of support services, including shelter and access to medical and legal help, counseling, vocational training, and business development assistance.

### **UGANDA: A NEW START FOR CHILD SOLDIERS AND OTHER VICTIMS OF CONFLICT**

One of the many unfortunate consequences of the prolonged civil conflict in Northern and Eastern Uganda is the high incidence of child abductions from homes, schools, and camps for internally displaced persons. Once abducted, both boys and girls are trafficked into the rebel force—the “Lord’s Resistance Army”—and coerced into serving as child soldiers, bodyguards, porters, or war “wives,” i.e., sex slaves. To combat this phenomenon, the USAID Mission in Uganda supports efforts to protect vulnerable children, who, in a desperate attempt to evade capture by rebel forces, must sneak out of their villages at night to sleep in the relative safety of nearby towns. For children who have been trafficked and rescued, the program also supports a variety of rehabilitation services.

### **ASIA AND THE NEAR EAST**

Countries in South and Southeast Asia serve as source, transit, and destination venues for human trafficking. Trafficking of children and women for sexual exploitation, including prostitution and child pornography, is exacerbated by the infamous sex tourism industry in the region. Women are also trafficked into involuntary domestic servitude within the region and to external destinations in the Middle East and Europe. Men, women, and children are forced into situations of coerced, slave-like labor both within the region and in the Middle East. “Debt bondage”—an ancient practice in which loans or advances are repaid through the labor of family members pledged to lenders—is a persistent problem, tantamount to enslavement,<sup>5</sup> which often keeps entire families working for generations to repay “debts.”

### **COMBATING TRAFFICKING IN SOURCE, TRANSIT, AND DESTINATION COUNTRIES**

USAID’s anti-trafficking programs attempt to combat the multitude of factors that lead to the widespread and diverse trafficking problems in the region. Support for community vigilance

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5. “A person enters debt bondage when [his/her] labour is demanded as a means of repayment of a loan, or of money given in advance. Usually, people are tricked or trapped into working for no pay or very little pay (in return for such a loan), in conditions which violate their human rights.... Today, debt bondage is expanding through a combination of mass migration from poverty and the global demand for sources of cheap, expendable domestic labour; and cheap sexual gratification.... Bonded labourers are routinely threatened with (and subjected to) physical violence, and are kept under various forms of surveillance, in some cases by armed guards!” Development and Peace and Anti-Slavery International, June 1999. <http://www.devp.org/slavery/bondage.html>

or watch groups and anti-trafficking NGO networks helps to inform vulnerable groups about the risks of trafficking, provide safe migration information, share the most effective practices for fighting trafficking and rehabilitating victims, and pressure government officials to pass and implement anti-trafficking measures. Campaigns launched with the tourism industry combat the demand for sex tourism. Integrated rescue and humane shelter, counseling, and economic skills training help to reintegrate and prevent re-trafficking of former victims. Training for judges and other judicial officials, and provision of legal aid as well as protection for potential witnesses, serve to increase indictments and conviction of traffickers.

In addition to implementing activities funded with its own resources, USAID also manages programs funded by the U.S. Department of State.

South Asia Regional Initiative on Equity for Women and Children Operating in Bangladesh, India, Nepal, and Sri Lanka, USAID's South Asia Regional Initiative on Equity for Women and Children works through NGOs to protect women's right to decent work that is free from exploitation by traffickers. Safe migration programs disseminate information about legal migration and the dangers posed by traffickers. Rule of law programs promote aggressive enforcement of the anti-trafficking laws and cross-border law enforcement cooperation, and care of survivor programs set minimum standards for the care, counseling, and re-habilitation of trafficking victims. To ensure a legal grounding for programs, each includes a policy component that promotes law reform at all levels, from the South Asian Association for Regional Cooperation (SAARC) down to municipal regulations.

### **INDIA: VICTIM-WITNESS PROTECTION, SEX TOURISM REDUCTION, AND CROSS-BORDER RESCUE**

The USAID Mission in India conducts three separate but complementary programs with Presidential Initiative funding. These programs are designed to protect trafficked victims and witnesses, reduce trafficking-related sex tourism in Goa, and strengthen cross-border rescue and protection at the India-Nepal and India-Bangladesh borders.

**VICTIM-WITNESS PROTECTION** The Victim-Witness Protection Program, implemented by a consortium of NGOs and local experts, provides protection, support, rehabilitation, and reintegration services to rescued victims who are willing to testify against their traffickers. The program also fortifies the Indian legal system's determination and ability to obtain convictions of both traffickers and sex tourists. In addition to safe haven and effective after-care, rescued victims may also need long-term assistance such as vocational training and outplacement because legal proceedings are lengthy in India. Continuing contact with rehabilitated victims will help to ensure a high rate of court appearances by the witnesses.

Save the Children India will provide shelter house management, care and rehabilitation, plus coordination of legal

counseling and court appearances while Prerana, another local partner, will deliver counseling and manage a city-wide registry of rescued victims and services provided. The Nirmala Niketan College of Social Work will give psychosocial counseling, and a Lecturer in Law at the Tata Institute of Social Sciences will provide legal training for the judiciary, prosecutors, lawyers and police. To ensure maximum effectiveness, activities will be closely coordinated with a rescue program funded by the U.S. Department of Justice and the U.S. Department of Homeland Security, with whom information will be exchanged on a regular basis.

**SEX TOURISM** Over the past several years, the tourism industry in India has grown rapidly, bringing increased and diversified economic opportunities for the Indian people. The growth of tourism has also brought increased demand from sex tourists, particularly in and around Goa, and a concomitant increase in trafficked victims there. Goa also is frequently used as a transit center for trafficking to the brothels of Mumbai. Preventing sex tourism and protecting victims in this area is essential.

The Goa Children's Protection Act of 2003 demonstrates an increasing political will to combat sex tourism, and the USAID Mission in India is working with local authorities to develop and implement strong programs to do so. Through its Combating Sex Tourism in Goa program, the USAID Mission in India addresses the demand for and incidence of sex tourism in that state by supporting increased advocacy, awareness, and rescue operations. Partnerships between anti-trafficking NGOs and key groups in the tourism industry will facilitate campaigns to educate tourists about how sex tourism fuels trafficking. Related programs will include building local media capacity to report on trafficking and sex tourism issues, anti-trafficking awareness-raising programs for school children, capacity building for anti-sex tourism NGOs, and establishment of help lines, community vigilance cells, shelters and rehabilitation programs. The United Nations Development Fund for Women (UNIFEM) will implement the program in collaboration with local corporate, and NGO partners, working closely with the Government of Goa.

**CROSS BORDER RESCUE** The Cross-Border Rescue and Protection project prevents trafficking by enhancing border communities' and cross-border institutions' capacity and commitment to rescue trafficked girls before they reach their destinations. The project will strengthen and replicate earlier pilot programs, expanding them to two new sites on the Indo-Nepal border and on the Indo-Bangladesh border. In South Asia, effective trafficking prevention and rescues are carried out by "vigilance cells" composed of local anti-trafficking activists. These cells monitor border areas to intercept potential victims before they arrive at their destinations,

working with local law enforcement on both sides of the border, conducting community policing activities, implementing sensitization programs for a variety of stakeholders, and establishing networks to identify and arrest traffickers. Once rescued, victims need a safe haven

and counseling for their emotional rehabilitation, which rescue operations provide by linking vigilance cells with transit homes where compassionate care is provided.

Regional Mission Promotes Inter-agency Coordination and Mapping USAID's Bangkok-based Regional Development Mission in Asia (RDMA) brought together 40 U.S. Government representatives from 14 countries for the "Second Regional Anti-Trafficking Consultation Meeting among U.S. Government Missions." Agencies represented included the Department of State, the Department of Health and Human Services, and the Department of Labor, as well as USAID. The group reviewed trafficking trends in the region and designed a regional plan of action. At the meeting, RDMA unveiled results of a rapid mapping of trafficking routes and anti-trafficking responses in seven East Asian countries. Support for the mapping project came from USAID's Bureau for Asia and Near East (ANE) and the Office of Women in Development. Mapping data was incorporated into a regional roadmap that will underpin development of complementary anti-trafficking programs in East Asia.

### **NEPAL: TASK FORCES FIGHT TRAFFICKING**

The USAID Mission in Nepal provides technical assistance to Government Chartered Anti-Trafficking Task Forces to work at the national, district, municipal, and village levels, expanding support to new areas identified by the Government of Nepal as trafficking centers. The support will add value to the momentum of existing task forces, as well as to community groups of women and youth, enabling them to contribute more effectively to preventing trafficking. Communication mechanisms and links with Nepal's National Task Force will also be strengthened. In addition, more transport workers, students and teachers, adolescent groups, elected and potential women leaders, and task force members will participate in a trafficking orientation program so they can better identify suspected traffickers and victims and report or refer them to the proper authorities. Counseling booths will be established in target areas to provide information on safe migration, trafficking, and HIV/AIDS. In five districts, girls at risk of being trafficked and trafficking survivors are provided life skills and vocational training for effective rehabilitation and reintegration into society.

### **CAMBODIA: A COMPREHENSIVE PROGRAM IN A NATION BESET BY TRAFFICKING**

Supplemented by Presidential Initiative funds, the USAID Mission in Cambodia supports a comprehensive anti-trafficking program targeting source, destination, and transit points in Cambodia.



**PROTECTION, PREVENTION, AND PUNISHMENT** USAID's program helps to reduce vulnerability and protect survivors as they reintegrate and build new lives. The program also provides access to legal aid so that victims can seek justice for themselves and provide evidence against traffickers. With USAID support, NGOs active in the fight against trafficking are building coalitions for coordinated action to hold their government accountable for enforcing anti-trafficking laws, ensuring victims' rights, and improving services for victims. Local NGOs servicing vulnerable and trafficked children also receive training and material support so they can respond more effectively to the psycho-social needs of trafficked victims.

Other prevention activities include:

- Forming community watch groups;
- Disseminating safe migration information;
- Providing shelters for young migrant girls and women passing through the bus and taxi stations in Phnom Penh; and
- Increasing economic opportunities for at-risk girls, as well as their families and communities, through training in marketable skills.

USAID plans to increase the quality and quantity of services for trafficking victims by providing more support for victims' shelters, legal aid, vocational training and scholarships for former victims, and improved job placement through networking. Work with the police will improve investigation techniques needed to strengthen anti-trafficking lawsuits and prosecutions.

**RAISING AWARENESS** In 18 provinces, USAID provides support to the International Organization for Migration (IOM) to conduct multi-media information campaigns to raise awareness about safe migration and trafficking in women and children. The program also establishes a counter-trafficking database to collect and disseminate information.

**RESCUING VICTIMS, AND PROSECUTING TRAFFICKERS** Through a USAID-funded project implemented by the International Justice Mission (IJM), a training program focusing on investigative techniques is offered to the local police in the Anti-Trafficking Police Juvenile Protection Unit of the Ministry of Interior. Cooperating in individual cases, program personnel assist local officers in rescuing trafficked victims and referring them to NGO-managed shelters. The grant also encourages close collaboration with court personnel during the investigation and prosecution of sex trafficking and commercial sexual exploitation cases.



**REDUCING VULNERABILITY** To reduce women's susceptibility to trafficking, USAID supports economic empowerment, literacy, and advocacy efforts. Activities conducted by Pact Cambodia include literacy training, development of savings-led village banking, income generation through micro-enterprises, and education and community outreach to at-risk women targeted by traffickers.

### **INDONESIA: IMPROVING GOVERNMENTAL AND NON-GOVERNMENTAL ANTI-TRAFFICKING EFFORTS**

Indonesian NGOs have been on the front lines in the fight against trafficking, providing services to victims and bringing pressure on the government to recognize and address the problem. Continued and increasingly effective collaboration within the NGO community, as well as with the government, is needed to combat trafficking in the country.

With funding from the Presidential Initiative, the USAID Mission in Indonesia is now supporting the Strengthening the Initiatives of Government and Others Against Human Trafficking project. The American Center for International Labor Solidarity (ACILS) and the International Catholic Migration Commission (ICMC) are implementing the project as a follow-up to their earlier USAID-funded anti-trafficking program.

**ENACTING AND ENFORCING LEGISLATION** Building on earlier collaboration with the Ministry for Women's Empowerment to draft appropriate anti-trafficking legislation, USAID is now working with the Ministry to devise strategies for passing the legislation. USAID also is coordinating efforts with anti-trafficking NGOs involved in advocating with the national government and parliament for passage and implementation of the draft law. Local NGOs are encouraged to advocate as well for their district and city governments to pass related local laws and action plans, consistent with the National Anti-Trafficking Action Plan, and advocate with local police for enforcement of the laws.

In Indonesia, USAID has worked with The Asia Foundation to help local governments develop public policies to reduce trafficking vulnerability by responding to the needs and interests of women, the poor, and marginalized groups. Training and technical assistance, in partnership with civil society organizations and selected local governments, promotes women's participation in local government decision making and action in local parliaments and government departments to better serve poor, female, and marginalized constituents.

**CARING FOR VICTIMS** A second cluster of activities will strengthen efforts by Indonesian NGOs to collaborate with NGOs in neighboring countries to identify, repatriate, and reintegrate

Indonesian trafficking victims. To address immediate medical, psychological, and legal aid needs, Indonesian NGOs will operate small, local short-term shelters for returned victims.

**REGIONAL COOPERATION** USAID works with IOM to help four members of the Association of Southeast Asian Nations (ASEAN) improve their collection and analysis of trafficking data. Currently, Indonesia, Thailand, the Philippines, and Cambodia lack the ability to accurately measure the extent of trafficking within and between their borders. With a new data collection protocol designed especially for the region, these countries will have access to an improved methodology for collecting, tracking, and analyzing trafficking information, thereby improving their ability to assess the extent of the problem, track the trade routes, and monitor the effectiveness of their anti-trafficking efforts.

### **LAOS: PROTECTING ECONOMIC MIGRANTS FROM TRAFFICKING**

Laos' relatively low economic growth and scarcity of legitimate employment opportunities drive young people to become economic migrants, seeking a better life in Thailand or elsewhere, and many become exploited by traffickers in the process. USAID helps to prevent trafficking by supporting efforts to increase awareness of the risks potential migrants face from traffickers. The awareness raising program, implemented by Village Focus International, targets selected at-risk communities in southern Laos, using existing village-based schools and other networks to disseminate information and train local counterparts and key government officials about the dangers of trafficking. USAID's prevention program also includes efforts to increase economic opportunities for vulnerable groups. To improve the social and economic status of at-risk women, the NGO Service Fraternel d'Entraide works to increase women's income through micro-credit and training.

### **THE PHILIPPINES: STRENGTHENING ANTI-TRAFFICKING LEGISLATION AND ACTION**

Advocacy efforts supported by the USAID Mission in the Philippines contributed to accelerated passage of a national law criminalizing trafficking in 2003. In support of the new law, several provinces identified as either senders or receivers of trafficked persons passed similar local regulations. Government agencies, NGOs, and businesses have also formed coalitions against trafficking, and more than a thousand victims have been rescued since 2002. Despite this progress, the government still needs support to strengthen implementation of the anti-trafficking law. With funding from the Office of Women in Development, the Mission is working to address this problem through enhanced anti-trafficking activities under an existing economic governance project. These activities are designed to promote effective enforcement of the anti-trafficking legislation and increase successful apprehension and prosecution of traffickers. The program targets government officials and police involved in handling trafficking cases and

delivering services to witnesses and victims, focusing on improving their ability to track complaints and cases, conduct investigations, gather evidence to document or build cases, prepare reports, and file cases.

### **THAILAND: ESTABLISHING PROTECTION AND PROSECUTION TEAMS TO FIGHT TRAFFICKING**

Although Thailand has the necessary legal framework and systems to eliminate trafficking, professionals working in anti-trafficking capacities often lack sufficient knowledge of their roles and authorities. Without this basic level of understanding, it is difficult for individuals from a wide variety of organizations and agencies to establish the level of cooperation and information sharing needed to effectively fight trafficking.

USAID works with The Asia Foundation to establish multi-disciplinary protection and prosecution teams in major trafficking centers. Through the teams, all those involved in anti-trafficking efforts—social workers, prosecutors, lawyers, legal aid volunteers, investigative police, medical practitioners, and NGOs—are better able to coordinate the receipt of incident reports, provide comprehensive victim assistance through appropriate legal and welfare channels, and assist in the prosecution of traffickers.

To reduce trafficking, USAID also supported efforts by World Vision to provide safe repatriation for returnees and trafficking victims as well as to conduct a research project to track patterns of migration and trafficking on the Thai-Burma Border.

### **VIETNAM: EQUIPPING COMMUNITIES WITH ANTI-TRAFFICKING CAPACITY**

The lack of domestic economic opportunities and the large number of economic migrants are leading factors contributing to human trafficking in Vietnam. USAID collaborates with The Asia Foundation on a program to equip communities with information and skills to combat trafficking. The program provides at-risk communities with education on safe migration and legal rights, supports micro-credit and micro-enterprise training, and establishes community monitoring groups. By fostering broader participation in drafting anti-trafficking laws, the program also strengthens the legal framework for victim protection. In addition, the program promotes cross-border collaboration on trafficking between Vietnam and Cambodia and Vietnam and China.

### **MONGOLIA: PROVIDING ANTI-TRAFFICKING SKILLS AND INFORMATION**

Mongolia is known as a source country for teenage and adult women and may also be a transit as well as a destination country for trafficked persons. The Mongolian Government, local NGOs, and vulnerable populations all need more information to help them fight traf-

ficking effectively. USAID collaborates with The Asia Foundation to raise public awareness, increase the quantity and utilization of trafficking data, and help government partners draft anti-trafficking legislation.

## **EASTERN EUROPE AND EURASIA**

Since the fall of the Berlin Wall, the Europe and Eurasia region has been the fastest growing source region for human trafficking in the world, providing about 25% of all persons trafficked across borders annually. Actual numbers of victims are unknown, but estimates range from a minimum of 175,000 to 500,000 persons trafficked across borders annually,<sup>6</sup> with many more trafficked within countries.<sup>7</sup> All countries in the region are source and transit countries, and some are becoming destination sites.

Transitioning from communism to democracy has been characterized by a lack of rule of law and high expectations for a better life but low actual or perceived opportunities, combined with new freedoms, including the right to move across now open borders. All of this has fueled the trafficking trade.

Men are trafficked in Eurasia especially for exploitative labor, and women and minors primarily for sexual exploitation. Children are also trafficked into Western Europe as beggars and street vendors. As people seek a better life, many are duped by false offers of legitimate work or educational opportunities, often by people they know and trust. Victims who are rescued or manage to escape are often fearful of returning to their communities because of threats by traffickers or the stigma they may face. With few legitimate opportunities, they are highly vulnerable to being re-trafficked.

USAID's anti-trafficking programs in the region are designed to prevent trafficking, rehabilitate victims, and prosecute traffickers. Through education and public awareness campaigns, people are alerted to the dangers of trafficking and informed of the methods of operation traffickers most commonly employ. Training programs provide high-risk groups with marketable skills to increase their chances for employment, and shelters and a wide array of social services help victims rebuild their lives. Through capacity building programs, law enforcement agents, magistrates, prosecutors, judges, and other government officials improve their ability to investigate and prosecute trafficking cases. Officials also learn how to maximize cooperation with local NGOs so they can refer trafficking victims to appropriate services.

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6. Review of USAID's Program Strategy for Europe and Eurasia, [http://www.usaid.gov/locations/europe\\_eurasia/eestrategy/html](http://www.usaid.gov/locations/europe_eurasia/eestrategy/html)

7. "Situation Paper on Human Trafficking in the Europe and Eurasia Region: Proposed Response and Recommendations for Building an Anti-Trafficking in Persons Network," USAID, Office of Women in Development, April 2004.

## **ALBANIA: STRONGER LOCAL GROUPS, BETTER-TRAINED JUDGES, SAFER CHILDREN**

In Albania, USAID supports a comprehensive anti-trafficking program aimed at decreasing the country's use as a source of women and children trafficked for sexual exploitation, begging, and labor, often to Italy, Greece, or other European Union countries.

**COORDINATING AND MONITORING ANTI-TRAFFICKING EFFORTS** The Coordinated Action Against Human Trafficking program promotes stronger, more coordinated efforts among community leaders, NGOs, and government agencies to prevent trafficking and to reintegrate victims into their communities. Four regional Cluster Groups of NGOs and local government representatives coordinate anti-trafficking programs, and technical working groups of Albanian and international experts advise the groups, promoting good practices in prevention, service delivery, and information management. Through sub-grants to local and international NGOs, the program provides care, support, and reintegration services for trafficking victims. The program also examines the effectiveness of trafficking prevention and victim service programs in Albania.

**PREVENTING CHILD TRAFFICKING** The Transnational Action Against Child Trafficking activity focuses on child trafficking from Albania to Greece and Italy. Implemented by the NGO Terre des Hommes, this comprehensive program includes activities to improve prevention, protection, assisted voluntary return, and the reintegration of victims, as well as efforts designed to improve coordination with other anti-trafficking groups. This project benefits from broad support, including funding from the USAID Mission in Albania, the Office of Women in Development, the Swedish International Development Cooperation Agency (SIDA), UNICEF, the Oak Foundation, and the National Albanian American Council.

Central Asia: A Focus on Prevention, Protection, and Prosecution: USAID funds a broad-based, regional counter-trafficking program, with activities in Kazakhstan, Tajikistan, and Uzbekistan. In Kazakhstan, activities include prevention and protection as well as assistance to improve policies and legislation. Tajikistan efforts focus on information campaigns, and Uzbekistan activities cover prevention, protection at a new shelter, and prosecution. As a result of a USAID-funded counter-trafficking conference in May 2004, the Ministry of Justice in Uzbekistan began drafting an anti-trafficking law.

**CONFRONTING LEGAL ISSUES** USAID confronts legal issues related to trafficking through an activity funded by the Office of Women in Development. This activity promotes public education and awareness about trafficking, domestic violence, and the new Albanian family code, which includes needed protections and rights for women. The program also trains judges on trafficking issues and new anti-trafficking laws. In addition, this program assisted in drafting and advocating for passage of a domestic violence law and pre-

pared and distributed briefing books to judges to improve their handling of family law and trafficking cases.

### **BOSNIA AND HERZEGOVINA: PROMOTING AWARENESS, PREVENTION, PROTECTION, AND PROSECUTION**

In Bosnia and Herzegovina, USAID is working with local NGOs and government institutions to implement a nationwide counter-trafficking prevention and awareness-raising campaign. Using print media, radio, and television, the campaign provides information about trafficking risks, including the transmission and spread of HIV/AIDS. Another USAID-funded project covers operating costs for a shelter for women trafficking victims and offers them safety and social welfare services while they await their return home. This secure environment provides protection from their former traffickers, thus encouraging the women to consider testifying against them.

### **CROATIA: INCREASING AWARENESS AND PROSECUTION OF TRAFFICKING**

A primary transit route for trafficked persons from Eastern to Western Europe, Croatia's black market economy benefits greatly from the trade. The Croatia Trafficking Prevention Activity raises community awareness about the risks of trafficking, as well as its negative social and economic effects, and supports anti-trafficking efforts and NGO implementers in selected border communities. The activity's goal is to increase understanding of trafficking issues and methods among the general population and local government authorities in their own locales, making trafficking more easily identifiable and subject to prosecution. Working with trafficking professionals, government agencies are expected to increase their ability to stop cross-border trafficking and to implement Croatia's new National Action Plan to combat trafficking.

### **GEORGIA: STRENGTHENING GOVERNMENT ACTION AND PROVIDING LEGAL AID**

Institutional weakness and corruption hindered the previous government's efforts to combat trafficking. USAID's anti-trafficking program in Georgia supports the current government's efforts to revise and implement its National Action Plan to Combat Trafficking, to adopt anti-trafficking legislation, and to enact measures to inform and educate the public, including potential victims. The program also provides legal assistance for victims through a national network of legal aid clinics.

### **KOSOVO: REINTEGRATING VICTIMS AND ADDRESSING ROOT CAUSES**

USAID's anti-trafficking activities in Kosovo focus on reintegrating trafficking victims and sharpening anti-trafficking enforcement. The program provides quick, concrete assistance

to victims and advocates for and builds the capacity of local authorities to attack the root causes of trafficking. Through support for the establishment of a Coordinated Referral System composed of local government agencies and NGOs, and through effective case management, USAID's program provides trafficked victims with needed care and helps them integrate back into society. At the same time, support to the Kosovo Inter-Ministerial Commission promotes development of a comprehensive Kosovo Plan of Action to counter-act trafficking in women and children.

### **KYRGYZSTAN: STRENGTHENING NGO SUPPORT FOR VICTIM SERVICES**

USAID's anti-trafficking activities in Kyrgyzstan are designed to combat trafficking in rural areas by supporting NGOs that implement public awareness campaigns and provide victim services. To improve effectiveness, the program trains the NGO volunteers to increase their knowledge, skills, and technical capacity.

### **MACEDONIA: PROVIDING SAFETY AND SERVICES TO NATIONAL AND FOREIGN VICTIMS**

USAID is contributing to a multi-donor funded program that is establishing a safe house to provide services for both national and foreign trafficking victims, especially minors. USAID also supports improvements to an SOS helpline, which provides information to potential victims and serves as a first point of contact for current victims seeking help.

### **MOLDOVA: ADDRESSING ECONOMIC ROOTS AND VICTIMS' NEEDS**

USAID in Moldova is addressing the economic roots of trafficking as well as the needs of returning trafficking victims through two complementary projects. The Moldova Anti-Trafficking Initiative is a comprehensive effort to improve economic prospects for young women and girls through job skills and entrepreneurship training, increasing employment and business development opportunities, and forging stronger links with other concerned organizations. The activities are supplemented by victim assistance and support services and effective outreach and awareness programs. The second project, Better Opportunities for Youth and Women in Moldova, is implemented by the United Nations Development Program (UNDP) with funding from the Presidential Initiative. This project focuses on the long-term social and economic reintegration of vulnerable groups, including graduates from orphanages and boarding schools and the most traumatized returned trafficking victims, who often face particularly difficult transitions from shelters into the general population. Through the program, a network of ten halfway houses is being established in regions outside the capital, where each is run by a local NGO. At the houses, residents will receive psychological counseling, health services, and vocational training to improve their ability to find jobs. In addition, grants will enable each halfway house to develop viable small businesses such as guest

Responding to Complex Factors in Moldova In Moldova, USAID

responds to the complex factors that lead to trafficking. Many victims in Moldova are young women and girls who accept sham offers of employment in Western Europe, only to find themselves forced into brothels. Although anti-trafficking information campaigns have been successful in raising awareness of the danger of being trafficked, the bleak economic outlook and the prevalence of violence against women leads many potential victims to take their chances abroad. Women and children in rural areas are especially vulnerable since income levels and employment opportunities in those regions are much lower than in urban areas. Moreover, rural children are more likely to work than their urban counterparts and so have higher school dropout rates and much diminished economic prospects.

Many children—both urban and rural—have been placed in state orphanages or boarding houses. At the age of 16, they are dismissed from these institutions. With few marketable skills and no family or other structure to help them transition into society and lead productive lives, they are particularly vulnerable to trafficking. Responding to the social and economic situation in Moldova, USAID focuses its anti-trafficking efforts on addressing the economic roots of trafficking and meeting the needs of returning trafficking victims.

houses, cafeterias, or micro-agribusiness enterprises. The small businesses will provide residents with opportunities to develop useful job skills, and the revenues will enable the halfway houses to sustain their operations.

**ROMANIA: REDUCING ADOLESCENT VULNERABILITY TO TRAFFICKING**

Romania is both a source and transit country for trafficking, especially of children and women. Through its ChildNet Program, the USAID Mission in Romania works with NGOs to prevent child trafficking. Activities in 2004 included life skills and job skills training to reduce the vulnerability of adolescents leaving residential institutions by easing their integration into productive community life. In Romania, the USAID Europe and Eurasia Bureau's Incorporating Values Program supports production of a play to raise individual and community awareness about trafficking.

**RUSSIA: FIGHTING TRAFFICKING BY INCREASING CONFIDENCE AND ECONOMIC OPPORTUNITY**

USAID supports trafficking prevention and information dissemination through a project that helps high-risk women build confidence and increase their economic opportunities. Through the program, women's crisis centers develop greater expertise in spreading awareness and conducting anti-trafficking activities. A network of women's NGOs also provides vulnerable women and returned victims with job skills training and helps them launch small businesses.

In the Russian Far East, the Paths to Success project is funded through USAID's Bureau for Europe and Eurasia's Incorporating Values Program. The "Paths" project is designed to prevent trafficking by educating youth in the region about the prevalence and dangers of trafficking and the methods of traffickers. A key objective is to reinforce youths' strength of character, self-confidence, dignity, sense of responsibility, and respect for human rights. Equipping youth with such qualities is designed to improve their deci-



sion making abilities, which will help them avoid offers and invitations leading to trafficking. Through grants to NGOs, USAID supports their work to raise public awareness about trafficking, reinforce other anti-trafficking messages, and instill the positive values needed to combat the underlying social and economic causes of trafficking.

## **SERBIA AND MONTENEGRO: SUPPORTING LEGAL REFORM FOR VICTIMS AND ALERTING POTENTIAL VICTIMS**

**SERBIA:** USAID supports three anti-trafficking activities in Serbia. When trafficking victims are arrested on charges of prostitution, their first contacts with Serbian officials often are with police and magistrates. The American Bar Association Central European and Eurasian Law Initiative (ABA/CEELI) works with the Magistrate's Association to train magistrates not only to recognize trafficking, but also to consider possibilities for referring victims to shelters, psychologists, or other victim assistance resources.

In partnership with the Serbian NGO Victimology, ABA/CEELI is working to identify and promote changes to trafficking-related legislation, such as migration and misdemeanor laws, and monitoring victims' status at trials in magistrate courts. Through a grant to Freedom House, the EXIT Foundation, and the Anti-trafficking Center of Serbia, USAID supports activities to raise awareness among local groups about trafficking dangers and the methods of traffickers. The annual EXIT festival is a very successful regional cultural event for young people, drawing hundreds of artists and thousands of visitors from Southeastern Europe. In 2004, all of its performances, workshops, and outreach activities included anti-trafficking messages to build awareness and to help youth from around the region to protect themselves and others from trafficking.

**MONTENEGRO:** In Montenegro, USAID supports a shelter and shelter-related victim assistance programs through which a local NGO, the Montenegrin Women Lobby, is increasing its capacity to provide shelter to victims. The activity is conducted within a comprehensive anti-trafficking mechanism that coordinates systematic responses by local NGOs, the police, the Montenegrin National Counter-trafficking Coordinator, various government ministries, implementing international organizations, and the donor community.

## **UKRAINE: CREATING NETWORKS TO COMBAT TRAFFICKING**

The USAID Mission in Ukraine is working to reduce trafficking, primarily of women and children 12- to 25-years old. By focusing on support to a country-wide network of faith-based educational and other non-governmental organizations, this project strengthens local capacity to provide prevention, return, and integration services to potential and returned

trafficking victims. The project also increases awareness among government and community leaders, service providers, and the general public about trafficking risks and operations, and high-risk groups are targeted to receive information designed to help them protect themselves from being trafficked. Network partners have developed a referral and monitoring system to facilitate safe and humane integration of returned victims.

## **LATIN AMERICA AND THE CARIBBEAN**

In the Latin America and Caribbean (LAC) region, trafficking leads to many forms of exploitation, including domestic servitude, forced agricultural labor, begging, and impressment of children into fighting forces. The most common form of trafficking is for sexual exploitation of children and women. Children are especially vulnerable, with families sometimes complicit in their children's exploitation. Moreover, the number of sexually exploited children is increasing and their age is declining. Women are trafficked internationally for domestic labor and prostitution, primarily to Europe and the United States and within the region. Girls trafficked as domestic servants, usually within their own countries, are often sexually exploited while in service.

USAID supports a variety of programs to raise public awareness about the nature and scope of trafficking in the region, to promote passage and enforcement of local legislation to combat child sexual exploitation, and to provide shelter, counseling, and vocational training for rescued victims of trafficking.

### **BRAZIL: DESIGNING A COMPREHENSIVE METHODOLOGY TO COMBAT TRAFFICKING**

The USAID Mission in Brazil supports the development, testing, validation, and dissemination of an integrated service delivery methodology to assist children and adolescents who are victims of trafficking for commercial sex. The methodology includes prevention, education, direct health, psycho-social and legal services, as well as appropriate referral of trafficking and sexual exploitation cases. This program helps strengthen government programs that assist victims of trafficking and sexual exploitation in six municipalities with particularly high prevalence of these abuses. In 2004, a total of 1,336 public agents, including social workers, psychologists, physicians and teachers, received training and were able to design their own local operational plans to guide their actions in 2005.

### **ECUADOR: PROTECTING CHILDREN FROM SEXUAL EXPLOITATION**

Ecuador is a source, transit, and destination country for trafficking where most victims are children trafficked for prostitution, primarily to Spain.<sup>8</sup> USAID's anti-trafficking efforts in Ecuador

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8. "Trafficking in Persons Report: June 2004," U.S. Department of State, p. 235.

Scaling Up Anti-Trafficking Alliances in Central America

At La Casa de la Mujer, a USAID-funded shelter run by two Oblate Sisters of the Holy Redeemer, women at risk of being trafficked or who are victims of commercial sexual exploitation receive food, shelter, counseling, vocational training, and medical attention. The USAID Mission in Guatemala is expanding this activity to the regional level as part of its scaling up of anti-trafficking activities in Central America and southern Mexico. Another aspect of the expansion involves forging strategic alliances between civil society and government agencies to address trafficking issues. Strengthening such alliances will improve and expand services by enabling organizations to form regional, national, and local networks to reinforce each other's work. The networks will develop and implement policies to fight trafficking, protect witnesses and victims, reintegrate trafficking victims and prevent them from being re-trafficked, and increase awareness of the perils of trafficking among vulnerable groups and the general population. The project is jointly funded by the Office of Women in Development and the Bureau for Latin America and the Caribbean.

focus on preventing, controlling, and eradicating commercial sexual exploitation of minors in the city of Santo Domingo. Defense for Children International is providing technical assistance to the municipal council to design and implement a comprehensive set of policies and legislation addressing this issue. As public and private organizations develop concrete action plans that comply with the regulations, they will receive USAID assistance to implement their plans.

### **GUYANA: A MINISTER GOES ON THE ROAD TO FIGHT TRAFFICKING**

With support from USAID, the Ministry of Labor, Human Services and Social Security conducted an awareness campaign to increase public knowledge about trafficking issues. The Minister also visited communities throughout the country where he conducted group meetings to explain the meaning and risks of trafficking and encourage communities to work together to protect vulnerable groups, especially women and girls. After each outreach visit, community members were selected for training as community workers in monitoring and reporting trafficking incidents.

### **HAITI: CURBING CHILD TRAFFICKING AND ADVOCATING FOR GOVERNMENT ACTION**

The Pan American Development Foundation, with support from USAID, is working to prevent trafficking of children for domestic servitude within Haiti and to the Dominican Republic through national- and local-level awareness campaigns. The project supports a Haitian/Dominican network of NGOs and other organizations that provide shelter, education, vocational training, and other services for rescued children. In 2004, it promoted a bi-national dialogue in border towns between local officials of both countries on the prevention of trafficking of children.

The Foundation also successfully advocated for an update of the Ministry of Justice circular to port and border personnel

regulating the travel of unaccompanied children and was instrumental in obtaining the ratification of the Inter-American Convention on International Traffic in Minors.

Through the project, NGO staff and government officials receive training to prevent internal and cross-border trafficking, enforce existing laws, and rescue and protect victims. The project is also working to improve coordination of anti-trafficking efforts by the Ministries of the Interior, Justice, and Social Affairs, as well as local and international NGOs.

### **JAMAICA: EDUCATING THE PUBLIC**

Jamaicans are generally unfamiliar with the term “trafficking” and are unaware of the problem, which includes internal trafficking of children for sexual exploitation and pornography as well as trafficking of illegal migrants moving to the U.S. and Canada.<sup>9</sup> To increase awareness, the USAID Mission in Jamaica is continuing support for a public education and research project implemented by the NGO People’s Action for Community Transformation. Preventive education on commercial sexual exploitation and trafficking is targeted to reach 10- to 18-year-old girls who are deemed at risk for trafficking into the sex trade. The program provides young persons exposed to commercial sexual exploitation with counseling to increase their self esteem and training to improve their job opportunities. An important component of the program targets tourism centers, where trafficking often occurs, to sensitize employees in that industry to the trafficking problem. To broaden the understanding of trafficking, USAID also will support a research project to gather data on the extent of trafficking in Jamaica.

### **PERU: TRACKING TRAFFICKERS**

The USAID Mission in Peru provides support to the Foundation for Missing Peruvians, which is establishing a methodology and infrastructure to collect statistical data and track trafficking cases in Peru. When completed, law enforcement officials will be trained to use the system to better identify, locate, and capture traffickers.

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9. “Trafficking in Persons Report: June 2004,” U.S. Department of State

# Conclusion

USAID has taken important strategic steps to combat trafficking in persons in coordination with other U.S. Government agencies. Yet much remains to be done. Trafficking is not only complex, it is also dynamic. Traffickers' change their methods of operation and routes constantly in response to changes in the demand for forced labor and commercial sex, for example as clients demand younger and younger girls. Shifting economic conditions, conflict, and natural disasters give rise to new trafficking patterns. Operations and trafficking routes also evolve in response to pressure from increased law enforcement or community awareness. The use of technology, including the internet, has aided the sex tourism industry, which has become better established in recent years. USAID is committed to working with its partners in the U.S. Government, the international donor community, and developing and transition countries to share knowledge of trafficking patterns and to collectively strengthen the capacity to respond quickly and effectively to trafficking throughout the world.

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