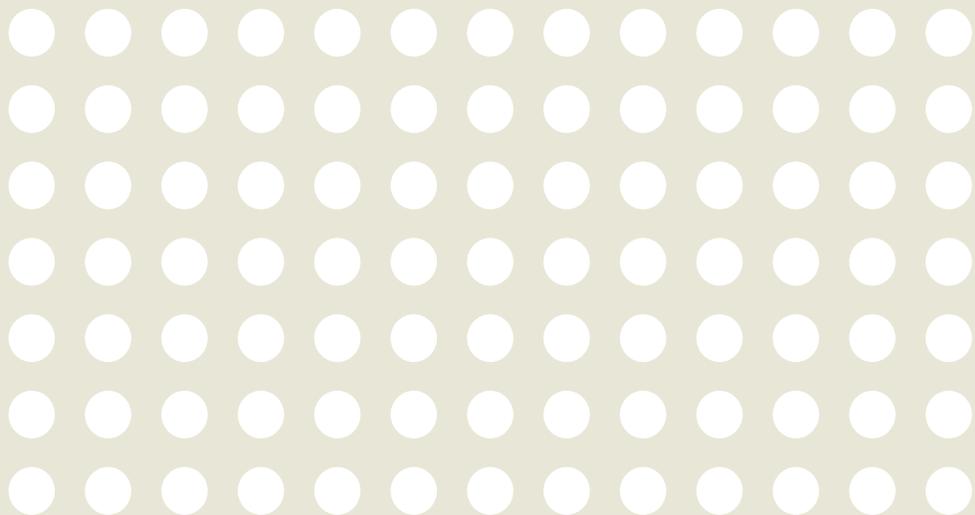


**TRAFFICKING IN WOMEN,
GIRLS AND BOYS.
KEY ISSUES FOR POPULATION
AND DEVELOPMENT PROGRAMMES**





UNFPA FNUAP

United Nations **Fonds des Nations Unies**
Population Fund **pour la population**

UNFPA

Consultative Meeting on Trafficking in Women and Children

**Bratislava, Slovakia
2-4 October 2002**

FOREWORD

Trafficking in persons, their transportation and sale for labour of any kind, whether within or outside national boundaries, is a modern form of slavery and a violation of the human rights of the victims. More than 700,000 persons are trafficked each year from one country to another, but the numbers are greatly magnified when in-country figures are taken into account. An overwhelming majority of victims are women, girls and boys. The primary objective is commercial sexual exploitation.

While victims confront enormous harm to their sexual, reproductive and psychological health, their families and communities back home are made to suffer the negative effects upon their own health, their prospects for development and their human rights.

The mandate of the UN Population Fund (UNFPA) supports developing countries in their efforts to improve access to quality sexual and reproductive health care, particularly family planning, safe motherhood, and the prevention of sexually transmitted infections (STIs), including HIV/AIDS. Because it also attempts to promote gender equality and the empowerment of women, the act of trafficking in various types of labour—including commercial sexual exploitation—is viewed by the Fund as being in direct contravention of its goals and objectives.

Giving expression to its concern, UNFPA organized a consultative meeting in Bratislava from 2-4 October 2002 to seek ways of addressing the problem. The present report is the outcome of this meeting.

At this time, I would like to take this opportunity to express our gratitude to Kvinnoforum, the Swedish NGO, for its assistance in preparing this report as well as the background paper for the meeting. My thanks are also due to the following: Ms. Wariara Mbugua, Senior Technical Officer, UNFPA, for her excellent work in organizing this meeting; Mr. Dilli Prasad Bhattarai, for his preparation of the Conceptual Framework for combating trafficking in women and children; Ms. Lettie Rose, for her efficient handling of the administrative activities, and Ms. Claudia Bogyaiova and other colleagues of the UNFPA CST team in Bratislava, for their efforts in helping to make this meeting a success.

Mari Simonen, Director
Technical Support Division
UNFPA, New York

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ACRONYMS AND ABBREVIATIONS

CATW	Coalition Against Trafficking in Women
CCA	Country Assessment
CEDAW	Convention on the Elimination of All Forms of Discrimination of Women
CeLRRd	Center for Legal Research and Resource Development
CSSAT	Community Surveillance System...
CSO	Civil Society Organisation
GO	Governmental Organisation
ICPD	International Conference on Population and Development (1994)
IDP	Internally Displaced Persons
IEC	Information, Education and Communication
IOM	International Organisation for Migration
NGO	Non-Governmental Organisations
PRSP	Poverty Reduction Strategy Paper
PTSD	Post Traumatic Stress Disorder
SRHR	Sexual and Reproductive Health and Rights
STD	Sexually Transmitted Diseases
STI	Sexually Transmitted Infection
UNFPA	United Nations Population Fund
WOTCLEF	Women Trafficking and Children Labour Eradication Foundation
WHO	World Health Organization
UNDAF	UN Development Assistance Framework
UNIFEM	United Nations Fund for Women
WFP	World Food Programme

EXECUTIVE SUMMARY

The Consultative Meeting on Trafficking in Women and Children was held in Bratislava, Slovakia, from 2 to 4 October 2002. The encounter brought together 60 participants from 30 countries, including government and NGO representatives, as well as key persons from UNFPA and other UN agencies.

UNFPA's concerns with this contemporary issue are rooted in the historic Programme of Action adopted in Cairo at the 1994 International Conference on Population and Development (ICPD). The complex trafficking issues are seen by the Fund as being directly related to the focus in the Programme of Action upon gender equality, women's empowerment, violence against women, and reproductive health and rights.

Trafficking in persons for the purpose of labour and commercial sexual exploitation is a modern form of slavery, according to Article 3 of United Nations Protocol 2000, which supplements the UN Convention against Transnational Organized Crime,¹ adopted by the General Assembly in November 2000. ("The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children" has been signed by 80 countries.) The agreed definition was helpful to the participants at the Bratislava meeting as they pursued their agenda.

At the outset, participants set the objectives they wished to achieve during their deliberations: building a common understanding of trafficking issues and their impact on reproductive health and rights; identifying approaches, methods and good practices in tackling the issues; identifying UNFPA's comparative advantages as well as possible partners for implementing actions at field level.

The meeting framed trafficking as a gender and development problem, and much attention was devoted to the exploration of gender perspectives. The situation facing children at risk was, therefore, discussed in terms of girls and boys; similarly, the gender of the traffickers was highlighted for the insights that might be revealed. The gendered dimension of poverty itself was viewed as an important reason for trafficking, notably because of the poverty-driven construct of ideas and attitudes regarding women and children that so easily permits their bodies to be turned into commodities.

The meeting concluded that 'partnership' was a key word to be employed in the struggle against trafficking, and examples proposed were partnerships between UNFPA and other UN sister agencies, partnerships with governments,

¹ UN Protocol 2000, Article 3: "*Trafficking in persons shall mean the recruitment, transportation, transfer, harboring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices to slavery, servitude or the removal of organs.*"

and especially partnerships with international and local NGOs and civil society organisations (CSOs).

It was agreed that UNFPA had certain comparative advantages in pursuing programme initiatives that would relate to its mandate—i.e., with a focus on the areas of poverty and gender discrimination. The Fund could therefore play an important role as advocate, facilitator, and coordinator; this, in turn, could generate beneficial synergetic effects of the efforts of other actors or partners working on similar or related issues.

The following key actionable proposals were identified for UNFPA's consideration:

- The issue of 'demand for commercial sex' should be taken up as an advocacy and policy matter. Research and data collection efforts should take it into account in order to advance knowledge and understanding of the scope of the problem. If the Fund is to remain at the core of its mandate in the three main areas of sexual and reproductive health, population and development strategy and advocacy, it should accept such challenges of a changing world.
- The social construction of sexuality, for women and men, is a difficult but important issue that needs to be addressed, because it perpetuates gender discrimination and may encourage the sexual abuse of women, girls and children.
- The links between trafficking, sexual and reproductive rights and health should be emphasized. Victims of trafficking for sexual exploitation are at high risk for contracting STDs, including HIV/AIDS. Furthermore, many girls, boys and women are commonly unaware of their sexual and reproductive rights. At the same time, awareness is woefully lacking as to how potential victims of trafficking might protect themselves from the dangers they face.
- An important UNFPA area of responsibility is the provision of direct assistance (in terms of sexual, reproductive and psychological health), to victims and survivors of trafficking in the countries of origin, transit and destination.
- While the vulnerability of girls represented a major concern, UNFPA was urged not to neglect the situation of boys, who are also susceptible to trafficking violations.
- There was a need for the systematic collection of good practices and benchmarking; this was seen as helpful in the creation of effective programmes to raise awareness.
- UNFPA was urged to work on building the capacities of the various actors involved in combating trafficking—task forces and committees, government agencies, NGOs, CSOs, police, research institutions, lawyers' organizations, the judiciary, parliamentarians, among

others. In these efforts, the Fund could draw upon the resources and experiences of selected NGO's and CSOs.

- To advance knowledge and understanding of trafficking, participants recommended that urgent action be undertaken to review systematically the existing data and research; at the same time, the Fund needed to promote new and pioneering research work. With this in view, research centres and institutions should be influenced and sensitised so that they might develop innovative research proposals, including pilot studies, on trafficking in its various aspects. It was further suggested that the design of such studies be made systematic and comparable, and that they incorporate both general and specific data.
- The suggestion was advanced that countries might be encouraged to set up national advocacy rapporteurs on trafficking as a means of highlighting the issue and monitoring progress in dealing with the problem. This activity, it was suggested, could be channelled through NGOs/CSOs in some countries, and governmental bodies in others. UNFPA's role could be to systematize and disseminate the essential background information.
- The Fund should encourage governments to sign and ratify the UN Convention on Transnational Organized Crime and its supplementing Protocol on Trafficking. The Convention and its Protocol provide a commonly agreed definition and understanding of the problem. The Convention further serves as a steering instrument for government reporting on the issue.
- The Fund should encourage governments to protect potential victims of trafficking in countries of transit and destination by means of bilateral agreements and cross-border collaboration that would support women, girls and boys.
- UNFPA's conceptual framework of activities was seen an important instrument; the framework proposes that the Fund advocate and raise awareness, build partnerships, enhance institutional capacity, assist directly in sexual, reproductive and psychological health, empower women, girls and boys, and facilitate international actions. Participants at the meeting, however, added two extra dimensions to the overall framework: advocating against the existing demand for trafficked persons, and raising funds for interventions against trafficking.

Participants recommended that UNFPA develop concrete, clear and operational plans of action, with appropriate "entry points" for such efforts tailored to fit the limited resources of the Fund. Another suggestion was that UNFPA produce and disseminate guidelines on work against trafficking.

The participants expressed the hope that the deliberations of the meeting, together with the valuable background materials, would provide useful inputs for the development of future programmes to counter the scourge of trafficking.

INTRODUCTION

The Consultative Meeting on Trafficking in Women and Children was held in Bratislava, Slovakia, 2-4 October 2002. It was organized by the UNFPA Technical Support Division, in collaboration with Kvinnoforum, a Swedish NGO engaged in women's empowerment and anti-trafficking activities. The meeting brought together some 60 participants from the following 30 countries: Armenia, Austria, Azerbaijan, Bangladesh, Bosnia and Herzegovina, Kingdom of Cambodia, Colombia, Czech Republic, Dominican Republic, Ghana, Republic of Georgia, Germany, Kazakhstan, Kenya, Latvia, Republic of Moldova, Myanmar, Nepal, Nigeria, Philippines, Romania, Russian Federation, Rwanda, Sierra Leone, Slovak Republic, Sweden, Switzerland, Tajikistan, Thailand, and Turkey. The participants included representatives from partner organisations (governments, NGOs, and international organisations), members of parliament, and UNFPA key persons (representatives or country programme officers).

Two papers were prepared as background for the meeting: "*Trafficking in Women, Girls and Boys, Key Issues for Population and Development Programmes*," by Ms. Carolina Wennerholm, of Kvinnoforum, and "*Conceptual Framework for Integrating the Prevention and Control of Trafficking in Women and Children in Population and Development Programmes*," by Mr. Dilli Prasad Bhattarai, a UNFPA consultant.

The objectives of the meeting were set out as follows:

- To build a common understanding among participants on trafficking issues and their impact on women and children in general, and on their sexual and reproductive health and rights in particular;
- To identify approaches, methods and good practices for tackling trafficking issues;
- To review and discuss the conceptual framework document;
- To identify UNFPA's comparative advantage, and
- To identify possible partners for implementation.

While the long-term goal was to contribute to the elimination of trafficking in women and children, the expected outcomes of the meeting were: 1) the promotion of a greater awareness and understanding of the issues; 2) development of a conceptual framework; 3) identification of gender-sensitive, evidence-based and rights-based approaches for dealing with the problem, and 4) the identification of UNFPA's comparative advantages and entry points.

Methodology and outline of the report

The present report is a synthesis of the proceedings of the meeting. It follows the structure of the programme, which combined plenary presentations with working groups. Notes on sessions and working group discussions, summarized by rapporteurs, are included; they are focused on the major problems as identified, and they conclude with proposed solutions and recommendations for each topic. Kvinnoforum was instrumental in providing this synthesis.

A working group was established to develop an Action Plan; it included Mr. Bill Musoke, UNFPA Representative, Nepal; Ms. Zeljka Mudrovcic, UNFPA National Programme Officer, Bosnia and Herzegovina; the Hon. Haja Afsatu O. Kabbba, Member of Parliament and UNFPA Goodwill Ambassador, Sierra Leone; Ms. Cecilia Hofman, Coalition Against Trafficking, Philippines; Ms. Bam Björling, Chairperson, Kvinnoforum, and Ms. Carolina Wennerholm, Head of Unit, International Department, Kvinnoforum. At the closing session, the working group presented a list of Actionable Proposals, and they have been included as chapter 9 of this report.

The background paper by Kvinnoforum is included as appendix to the report.

1. OPENING

"In this part of the world, a decade of independence has brought many benefits to people including access to free markets and freedom to find work in and out of the international borders. However, this freedom is not without price, at least for some unfortunate women, children and their families. This is because international rings of traffickers of women and children are using this newfound freedom to their advantage. The extent of human suffering caused to unfortunate victims is immeasurable and particularly devastating for the female population . . . who suffer the consequences, not only in terms of abuse and humiliation, but also of diseases, some of which may not even be curable.

"What are the causes of this problem? What are the solutions? How can we make an impact? What will it cost? What kind of partnerships do we need? Who can help?"

Mr. Rainer Rosenbaum, UNFPA Bratislava

The Consultative Meeting was opened by Mr. Peter Gurán, Director General of the Slovak Republic's Family Policy Section, Ministry of Labour, Social Affairs

and Family. After extending greetings to the participants, Mr. Gurán observed that trafficking in human beings was an old problem that needed new measures for dealing with it. The UNFPA welcoming address of Country Support Team Director, Mr. Rainer Rosenbaum, was read for him; it expressed gratitude to the Slovak Government for the excellent support and cooperation extended to the Fund.

In her own opening remarks, Ms. Mari Simonen, Director of UNFPA's Technical Support Division, welcomed the guests in attendance and expressed her thanks to Kvinnoforum for making available its valuable technical expertise to the consultation meeting. Speaking of the complexities involved in addressing the trafficking issue, she stressed the importance of gaining a better understanding of the problem. UNFPA, she said, accepted the challenges of joining the effort to combat trafficking in the same spirit as it took on the sensitive topics of population and family planning more than thirty years ago, when the subjects were "anathema for many people and organizations." She added that the Fund was already dealing with the problem in a number of countries. There remained, however, a need to establish the comparative advantage of UNFPA in this area. Accordingly, she called upon participants to review the UNFPA mandate as derived from the ICPD Programme of Action and to develop suggestions and recommendations that would be "focused, practical and doable."

Ms. Edit Bauer, the Slovak Republic's State Secretary, Ministry of Labour, Social Affairs and Family, expressed her appreciation to the Fund for drawing attention to the trafficking menace. She saw it as a severe problem in her own country and noted that her government was preparing to ratify the UN Convention against Transnational Organised Crime and its supplementary Protocol on Trafficking. The Slovak police, she remarked, had already created a special unit to combat the criminal networks that operate the business. At the same time, she argued for developing measures of prevention and for a pivotal role for NGOs in such efforts.

The meeting got underway following a musical interlude performed by the Bratislava Chamber Soloists.

"As governments call upon us to do more with fewer resources, and as the problem of trafficking gets worse and spreads to more countries, we need to sharpen our focus so that we can play our part more effectively by doing what we do best."

Ms. Mari Simonen, UNFPA

2. OVERVIEW - TRAFFICKING IN WOMEN, GIRLS AND BOYS

2.1 Plenary

Ms. Anita Gradin, Kvinnoforum Board Member, introduced her presentation by reflecting on the development of trafficking as an issue on the political agenda within the European Commission since 1995. She was pleased to share the results from the September 2002 European Conference on Preventing and Combating Trafficking in Human Beings. Organised by the IOM and the European Commission, the conference drew more than a thousand participants from the EU and candidate countries. Ms. Gradin said she was gratified by the noticeable participation of men at the conference. The current level of interest, including that of men, contrasts sharply with the situation in 1995, when she had been named Commissioner for Justice and Home Affairs of the European Commission, and had just initiated early efforts to address the problem. Today, she declared, trafficking is a highly prioritised issue.

"The issue of this awful slave trade is now finally on the political agenda."

Ms. Anita Gradin, former Commissioner for Justice and Home Affairs,
European Commission

Ms. Gradin recalled the first EU conference on trafficking held in Vienna in 1996, which was attended mostly by women, and which resulted in the creation of two programmes - STOP and DAPHNE—designed to address the needs of training of police forces, border control, judicial authorities and others, and to involve NGOs. Early communication efforts followed later that year to promote preventive measures, penal legislation, improved cooperation between police and judicial authorities, and protection, assistance and support to victims. Another campaign was launched, she said, in 1998: it demanded that member EU states keep the issue high on their actionable agendas. More recently, in 2002, a European Forum on Prevention of Organised Crime was established to encourage the formation of partnerships between and among the various "actors"— law enforcers, social agencies, judicial and migration authorities, NGOs, and international organisations. In July 2002, the Commission proposed a Framework Decision that included a common definition of trafficking which took into account both labour and sexual exploitation dimensions. A chief recommendation was that the penalty for traffickers should be not less than eight years of imprisonment. Another recommendation was that victim of trafficking be granted temporary residence permits in exchange for cooperation during investigations and legal proceedings against their exploiters.

Ms. Gradin then presented key outcomes and recommendations of an EU Brussels "Declaration on Preventing and Combating Trafficking in Human Beings." The recommendations are listed as follows:

- appointing an Expert Group of representatives of governments, NGOs, international bodies, researchers and others;
- appointing national rapporteurs on trafficking;
- strengthening networking efforts to assist victims;
- setting up a database for missing persons;
- focusing on prevention efforts;
- raising awareness;
- establishing administrative control over private agencies involved in bridal services, employment, tourism, escort services, as well as *au-pair* and adoption entities;
- developing special activities for children;
- providing for victim protection and assistance ;
- establishing methodologies for victim reintegration into society;
- strengthening police and judicial cooperation.

Following this presentation, Ms. Carolina Wennerholm, of Kvinnoforum, provided participants with an overview description of trafficking, which was based on the background document her organization had prepared for the meeting. Poverty and unequal gender relations are key underlying causes of the problem, she observed. Because the most common purpose for trafficking is the exploitation of women, girls and boys for the sex-industry, the issues of trafficking and prostitution become strongly interlinked, especially when it comes to the analysis of the demand factors. However, trafficking also occurs for other purposes, such as slavery in sweatshops, adoption, marriage, begging, and even organ extraction.

"Among the many girls and women trafficked to Sweden yearly was a 16 year old Lithuanian girl, who was found dead on one of the highways in the southern part of the country. She had been offered a good job in Sweden, and she had trusted the contact. Once in Sweden, she was raped and forced to sell her body over and over again. She managed to escape, but as she did not speak Swedish, she became desperate and jumped from an overpass . . ."

Ms. Carolina Wennerholm, Kvinnoforum

An understanding of the problem, Ms. Wennerholm said, is helped by the knowledge that there are four contributing reasons to trafficking. The first is the situation of women, girls and boys in the country of origin, where gendered aspects of poverty impact on the possibilities, actions and choices for survival. The gendered labour market forces women to seek for jobs elsewhere; they may sell their daughters into prostitution or their sons into service abroad, as camel riders, for example. As women and girls are, generally, less valued they are more often seen and used as commodities. Doubtless, there are many who are strong and who decide to make a difference in their lives, but their opportunities are limited and they are easy targets for traffickers. Ethnic minorities, in particular, are a high-risk group.

Ms. Wennerholm referred to the issue of the “demand for sex,” which represented the second major reason for trafficking. Even in countries with positive economic development, the sex industry flourishes and becomes more sophisticated. The third reason, she said, is the fact that trafficking is a highly profitable business for all, except the human “commodities.” The ease and facility by which trafficking occurs is the fourth reason, as it fuels and underlies the entire business. It is much safer and easier to traffic women and children than to deal in drugs and arms.

Ms. Wennerholm went on to describe trafficking as a global phenomenon that occurs in all directions of the globe, across national borders and within countries. “It is a common concern for us all,” she declared, adding that Kvinnoforum, as an NGO, has been engaged in anti-trafficking work since the early 1990s. Its efforts have focused on the Baltic Sea Region, combining research with networking, information work and capacity building. Today it is possible to say that the work has made a difference.

Ms. Amina Titi Atiku Abubakar, Chairperson of the NGO, WOTCLEF, Nigeria, described a somewhat different situation in the African context. She argued that poverty, ignorance and sometimes pure greed and materialism were the basic causes of trafficking in women and children. Many women, who are trafficked from Nigeria to Europe, will be aware that they will be engaged in the sex-industry. They are, however, most always ignorant about the harsh conditions of the business.

“Many children are trafficked to and from Nigeria . . . and far too often parents believe that their children will be beneficiaries of proper care when taken away by traffickers.”

Ms. Amina Titi Abubakar, WOTCLEF

Trafficking in children occurs in the African context for many purposes such as adoption, organ transplantation and child labour. WOTCLEF has engaged in a multifaceted strategy to counteract trafficking in women and children. The strategy involves awareness creation and advocacy. A national workshop was held in 1999, and this was followed in 2000 with the first Pan African Conference.

Counselling and rehabilitation of returning victims are other areas of activity. The focus here, said Ms. Abubakar, is to avoid re-trafficking, so the counselling is combined with employment workshops and skills training. Over a thousand girls have so far received such counselling.

After the Palermo Conference in December 2000 and the adoption of the UN Convention against Transnational Organized Crime, Ms. Abubakar's NGO sponsored a bill in Nigeria that sought to consolidate existing laws in the penal and criminal codes to streamline the existing legal instruments focusing on the provision of witness-protection, severer penalties, and the creation of a law-enforcement agency. The bill was designed to give trafficking in human beings the same level of attention as that devoted to dealing in drugs. WOTCLEF also engages in preventive work through peer education in youth clubs and schools.

In the plenary following the initial presentations, the issue of "demand" was repeatedly stressed. It was argued that governments of both donor and recipient countries had obligations to address this issue. Information, education and legal measures were mentioned as possible means to advance the suggestion. "Demand" was viewed from different perspectives. As there is increasing "demand" for cheap labour, it was essential that attention should also be directed to the labour aspect and, consequently, to the need for raising labour standards. Another highlighted issue was that of capacity building among NGOs who were viewed as being best situated in many countries for reaching out to the target groups.

3. UNFPA'S ROLE IN THE PREVENTION OF TRAFFICKING

3.1 Plenary

Ms. Wariara Mbugua, Senior Technical Officer at the Technical Support Division in New York, introduced UNFPA's role in the prevention of trafficking. Recalling the previous presentation on general awareness of the complexities of trafficking, Ms. Mbugua informed participants that UNFPA was engaged at the broader level to support local organizations, governments and NGOs in their efforts to combat trafficking. Here, the Fund was working through its

mandate on gender in promoting gender equality, equity, and the empowerment of women. This was being done, she said, within the context of the ICPD's Programme of Action component on population and sustainable development. Activities in promoting policy dialogue, eradication of poverty, data collection, male involvement, gender equality, equity and violence prevention, all represent important areas of impact on UNFPA's work programmes.

Ms. Mbugua stressed the importance of framing the trafficking problem in the context of population and development, in which women's empowerment and gender mainstreaming are at the core of UNFPA strategies for achieving gender equality.

Box 1:

UNFPA strategies for achieving gender equality: women's empowerment and gender mainstreaming

Women's empowerment;

- Addresses discrimination against women by devising programmes and strategies that increase women's capacities, opportunities and understanding of their human rights;
- Prioritises initiatives that help create conditions for women to become agents of their own development, empowerment and rights;
- Emphasizes the transformatory potential of population and development initiatives, and highlights the ways in which women create new spaces for action themselves.

Gender mainstreaming;

- Analyses the impacts and opportunities that programmes and policies have on women and men;
- Makes gender equality concerns central to policy formulation, legislation, resource allocation and to the planning and monitoring of programmes;
- Emphasizes the transformation of the "mainstream" by ensuring that the perspectives of both men and women inform the design, implementation, and outcomes of population policies and programmes.

Ms. Mbugua thereafter highlighted lessons learnt for effective gender mainstreaming:

- Gender analysis is a crucial requirement.
- It is important to identify gender-related challenges and opportunities, and to monitor them.
- Gender components should be explicit as to objectives, strategies and indicators.
- Linkage to other component projects must be ensured.

As to the continuing challenges in this work, she stressed the following requirements:

- reaching consensus among different stakeholders;
- awareness that there is a shortage of technical expertise;
- understanding that there is an absence of appropriate tools, policy or legal frameworks, and appropriate indicators;
- knowledge that there is unclear accountability, scarcity of financial resources, and weak political or institutional commitment of partners.

She concluded her presentation with the suggestion that the Common Country Assessment (CCA), the Poverty Reduction Strategy Paper (PRSP) and the UN Development Assistance Framework (UNDAF) process should all be made an integral part of the programming activity. At the same time, policy guidelines, a rights-based approach and attention to international instruments—e.g., CEDAW—remain essential tools to facilitate gender mainstreaming.

The next presenter was Mr. Dilli Prasad Bhattarai, UNFPA Consultant, who expounded on the conceptual framework document prepared for the meeting. He explained that the letters A-B-C-D-E-F in the document represented the following key concepts: Advocacy and awareness creation, Building partnership, Capacity building, Direct assistance in sexual and reproductive health, Empowerment of women and children, and Facilitating international action.

- **Advocacy**, being one of the three main components of UNFPA programmes, could easily integrate the advocacy component of “violence against women and trafficking in persons” into its overall programme.
- **Building partnership**, could be done through the integration programmes on “trafficking in women and children” in existing population and development programmes and through building partnerships with the government, NGOs, CSOs, UN agencies and those international organizations active in addressing the problem.

- **Capacities** of potential programme implementing agencies need to be examined and strengthened, where necessary. Government agencies, NGOs, CSOs, police entities, research institutions, the judiciary, lawyers' organizations, etc., may need capacity boosting in areas such as data collection, advocacy and awareness creation, legislation drafting, enforcement systems, direct assistance to empower women and children, and in other ways that would help to implement programmes against human trafficking.
- **Direct assistance** in sexual, reproductive and psychological health is required for women and children at risk of being trafficked, as well as for the actual victims of trafficking, and provision must be made for information and other services related to sexual and reproductive health and counselling services.
- **Empowerment** of women and children at risk of being trafficking and of victims of trafficking should be promoted through education and literacy programmes, micro-business development, and through training on legal literacy on human rights and trafficking issues.
- **Facilitating** international action is an essential requirement, which could be promoted through bilateral treaties and through regional and international actions against trafficking.

Mr. Bhattarai argued for the use of the ABCDEF Framework in designing and implementing effective programmes against trafficking. It could, for example, be of help in the review and analysis of a country's situation in respect of the six components, and in developing an understanding of where the entry points for action might be located. Mr. Bhattarai enumerated the advantages of the framework:

- facilitates collaboration with other agencies using similar or modified framework;
- the elements lend themselves to the development of indicators of achievement;
- encourages comparability of experiences among field offices;
- allows offices to choose only those elements applicable to their situation.

During the plenary, key concerns were raised and noted for inclusion in the framework:

- Local NGOs capacities should be strengthened in order to support victims of trafficking.
- Information and education on human rights should be addressed to both women and men.
- A psychosocial counselling component must be included in work programmes involving victims of trafficking.
- Regional cooperation is central to work against trafficking.
- Demand for commercial sex by men should be included in the framework.
- "F" for Fundraising was also recommended for inclusion as an extra dimension.
- "Trafficking in persons" and "violence" should be separated as different issues, given that their respective characteristics are clearly distinguished; and this, despite the fact that violence may be a strong feature of trafficking in persons.
- Trafficking should be seen and addressed as a development issue.

4. TRAFFICKING AND REPRODUCTIVE HEALTH

4.1 Plenary

Dr. Tatiana Kurova, Director of the Latvian NGO, Gender Problem Centre, shared her experience of tackling trafficking-related problems in Latvia through the creation of a responsive structure within her NGO. She recalled meeting a trafficked Latvian girl in Germany in 1996, whose reproductive health had been completely destroyed, and she took this to be a reflection of the complete absence at the time of any responsive institutions in the Baltic and Latvian context that might have been of help. In the mid-1990s, nobody was engaged in the issue and nobody wanted to believe that it reflected Latvian reality.

Today, she said, much has changed. There is awareness that young people continue to nurture the will and the dream of migration, and that this reflects a misperception and ignorance about the dangers of their getting caught up in trafficking. The Gender Problem Centre has successfully set up 15 working centres to provide consultation services for young people who are interested in working abroad, and to make available information on labour laws in other countries, required documents for migration, etc. This is an added activity to a consultation and support centre for women in prostitution in Riga, where outreach work is combined with consultation and reproductive health services.

Following Dr. Kurova's intervention, Ms. Mercedes Borrero, of the UNFPA office in Bogotá, briefed participants about the context and situation in Colombia. She spoke of the work of the Colombian NGO, Fundación Esperanza, in the context of the current economic, social and political crisis in the country, with its high unemployment and its growing pockets of poverty that fuel a great deal of trafficking activities. The Fundación Esperanza estimates that 10 women left the country every day in 1999 and that around 50,000 women and children remain outside the country due to trafficking for sexual exploitation, illegal adoption, and other purposes. The urban-rural gap also causes trafficking even though the areas of origin for trafficking are not necessarily mired in extreme poverty. The exacerbated armed conflict has created a large number of internally displaced persons (IDPs) and, due to the complexity of difficulties, they are obliged to resort to illegal means for support. Corruption, impunity and lack of confidence in the judiciary system further expands the trafficking business.

Ms. Zeljka Mudrovcic, of the UNFPA office in Sarajevo, Bosnia and Herzegovina, presented the experience of the UNFPA/IOM pilot project, in which reproductive health services were provided to trafficked girls and women stranded in safe houses and shelters in Bosnia and Herzegovina. The victims, including some minors, had come from many countries. The majority of women and girls treated in the pilot project had been mistreated in their childhood, and many were completely unaware of their health conditions.

Information provided by these victims indicated that many had experienced various types of violence, including rape. Those receiving treatment in the project revealed that they had come from families with problems. Although there were no HIV-positive cases reported, the prevalence of STIs indicated that there was a statistical chance that others in the victim population might be at risk of HIV/AIDS infection.

Ms. Mudrovcic stressed the comparative advantages of UNFPA in its having been able to provide direct assistance to sexual and reproductive health, and she suggested that reproductive health services might be a good entry point for reaching victims of trafficking in other situations in other countries. Such efforts could include IEC, gynaecological examination and care, pregnancy and pre-natal care and counselling, and laboratory testing for STIs and HIV. In the case of the pilot project she had used as illustration, Ms. Mudrovcic said that all the necessary legal work was undertaken by other agencies and local NGOs; the area of sexual and reproductive health had been left entirely to UNFPA.

Box2:***Reproductive health services, problems
and recommendations****Problems identified:*

- There is a lack of know-how and skills to respond to the issues of trafficking, including the reproductive health aspects of the victims and survivors.
- There are insufficient funding and resources available for NGOs working on the ground.
- There is insufficient (or lack of) technical equipment that could help operations, information dissemination, training, and skills building.
- There are clear difficulties in making trafficking visible in conflict situations where all kinds of violence occur.

Proposed solutions/recommendations:

- Take actions by exercising rights in order to collect information, educate people and community, etc., especially where there is no institution in place.
- Change people's perception of 'prostitutes' as 'dirty women' who are not worthy of receiving help; this would encourage cooperation from other sectors of the society.
- Create economic alternatives to overcome poverty, lack of opportunity, exclusion, and discrimination; this would serve to demystify the so-called 'values' of working abroad.
- Networking is required at local and national level, as is work in multi-sector teams with representatives of education and social development institutions, police, and others. Coordination mechanisms should be established.
- Information sharing is essential, and efforts are needed to develop databases. Media involvement is crucial, especially in reporting on follow-ups to previously reported cases.
- Awareness creation, information dissemination, and advocacy (international and national) could help to improve legal frameworks.
- Training is needed for both government officials and NGOs. Training is also required for para-military groups and members of the official military forces.
- Human rights education should be linked with reproductive rights at all levels.
- Psychological, emergency, medical and legal assistance must be provided to victims.
- Sexual and reproductive health services for trafficking victims should be driven by their needs, and not by cost.
- Sexual and reproductive health services should contribute to long-term (positive) impacts on the physical and psychological health and well being of victims.
- The links between trafficking and prior gender-based violence experience has to be explored.

4.2 Working group reports

4.2.1 Reproductive Health Services

What specific needs do (or should) victims of trafficking have in terms of services?

The working group identified the following:

- confidentiality;
- victim's safety;
- service providers to gain contacts with the victims;
- accessibility to reproductive health services, as many are denied access for a variety of reasons, including illegal stay in the recipient country, culture barriers, services are not affordable, restriction to legal movement within the recipient country;
- capacity of victims to understand their situation, as trafficked people often do not identify themselves as victims;
- human rights protection, especially for the most basic needs for food and shelter;
- Sensitive and knowledgeable approach from the side of service providers.

What services, and where and how should these be provided? The working group agreed that reproductive health services should include: counselling and psychological assistance; competent medical testing for general physical health as well for HIV/AIDS, STDs, and pregnancy; post-abortion services; supplies, including medication, and information and education services, including information on HIV/AIDS.

As for the "where," it was recommended that reproductive health services be made available to victims and survivors wherever they may be found: in the recipient country, in their country of origin, in shelters, and even in public bars and private dwellings and other locations.

These reproductive health services should be made available as part of a package of public health services; they should be affordable to the victims and provided immediately and anonymously and affordably, and they should be legally administered to victims and survivors.

What distinguishes service for victims of trafficking from other services for the general population? Victims of trafficking constitute a distinct group in respect of the general population and they may require special attention:

- Services should be highly secured and confidential.
- Services should include rehabilitation and recovery.

- Long-term monitoring and follow-up services are needed.
- As victims are abused physically as well as psychologically, they may suffer post-traumatic stress disorder and may therefore require more specialized help.
- Specific aid may be needed right on site where victims are found.
- Reintegration services are required to be in place.
- Services are provided both in the country of origin and in the recipient country.

General comments:

- If there is a lack of health services for the general public, which commonly is the case, then it is even more difficult for trafficked people, having no legal rights, to gain access to reproductive health services.
- Reproductive health services must include information, communication and education services.
- Victims should be interviewed to obtain information about their actual needs, and efforts should then be made to get feedback after reproductive health services have been provided.
- Service providers could benefit from awareness activities: this would serve to encourage and prepare them to undertake the critical outreach work among women, girls and boys who may be at risk, or who may already be victimized.
- There is a need for data collection and analysis of the situation surrounding the provision of health services, especially reproductive health services.
- Provision of specific reproductive health services (including through NGOs) is very costly. That is why it is very important to develop sustainability. In this regard, development of partnerships for follow-up services is essential.
- There is a definite need for governments and the international community to display the will and commitment to change the situation as regards trafficking in women, girls and boys.

4.2.2. Implementation of a rights-based approach to trafficking

The working group had as objective to identify what needs to be undertaken at policy, community and individual level in order to implement a rights-based approach to reproductive health in the context of trafficking, thereby making particular recommendations in respect of prevention as well as rehabilitation.

What needs to be done at the policy level?

- First of all, authorities at all administrative levels need to be sensitised to the problem and its negative consequences for individual and society. This requires a clear definition of the problem, whereby human dignity and respect for the individual human and reproductive rights should provide a basic rationale to advocate for action.
- Subsequently, the “rights” advocates should be identified and their capacities strengthened so as to bring the trafficking issue to the highest policy level.
- Once these steps have been successfully undertaken, the issue of legislation should be brought to the fore with, among others, a focused advocacy in order to ensure ratification of existing conventions.
- This would then lead to an expansion of cooperation at regional and international levels in order to arrive at a coordinated information exchange and action between originating, transiting and receiving countries.
- Formulation of strategies specific to each situation and each level of action – i.e., international, regional, national, and sub-national level – would lead to institutional arrangements that promote multi-sector and disciplinary approaches to effectively cover prevention as well as rehabilitation. Additionally, ensuring an education that provides employable skills to the vulnerable groups was mentioned as one of the many avenues to prevention.

What needs to be done at community level?

- Again, awareness raising and mass education emerged as the first requirement for ensuring effective action at community level. Focus should first be placed on the rights of women and girls, and this should include information on reproductive health and HIV/AIDS prevention.
- Ways and means should be identified to enhance outreach activities and facilitate peer education as a means of achieving an effective prevention strategy.
- Outreach would benefit from a well-documented IEC strategy based on analysis of the most vulnerable target groups and their socio-cultural and socio-economic particularities. Timeliness of these preventive interventions is crucial, as young people at risk have to be informed early of the dangers they may face.

- Creation of youth-friendly clinics could play an important role in prevention and rehabilitation, particularly if organized through civil society organizations, and if the models are duplicated with the support of government.
- Communities need support on ways and means that facilitate reintegration and that forcefully address stigmatisation and marginalization of returning victims.

What needs to be done at the individual level?

- In first place, boys, girls/women, and men should be empowered to be responsible individuals in respect of their own reproductive health, including family planning and sexual health. It is important that vulnerable groups come to understand that the easy road to easy money is no long-term solution to realizing a good quality livelihood, and that real dangers may lie ahead for those who may still be tempted to “sign up” for trafficking.
- Empowerment efforts may be closely linked to the promotion and/or rehabilitation of certain basic family values. This could help to ensure a balanced socialization process, during which sexual abuse and lack of emotional care are absent and role models are created that strengthen young people in their understanding of what is crucial to human dignity and to human rights.
- Provision should be made for quality professional information and services that would give concrete support and help to individuals, in terms of prevention and rehabilitation. For example, appropriate medical services should be in place to treat STIs, including provision of contraceptive supplies, and adequate shelter should be made available to victims as and when required, accompanied by reliable counselling services.

4.2.3 Capacity building in terms of trafficking and reproductive health services

The Task: Identify the needs for capacity building for service delivery and for a rights-based approach at the central, district and community levels. The group agreed that in this context the “service” would include the following elements:

- information, education and communication concerning trafficking in women, girls and boys;
- counselling services on various reproductive health issues for both victims of trafficking as well as potential victims, with trauma counselling for the victims;
- sexual and reproductive health services;
- referral.

Subsequently, the group discussed capacity building for services and rights-based approach at different levels. Requirements for capacity building at central level include:

- the building of capacities to develop programmes addressing the sexual and reproductive health issues affecting both victims and potential victims, including the capacity to set indicators for monitoring and evaluation;
- exposure, especially for planners and programme managers, to trafficking issues in national, regional and international meetings, workshops and seminars;
- capacity for collection and analysis of data, with special emphasis placed upon the interpretation of data and their implications for policy and programme development;
- capacity to identify research topics and conduct research needs;
- capability for monitoring is essential, and must be handled on a regular basis, taking into account established criteria;
- capacities of government agencies should be studied to see which ones could be involved in future programmes;
- the capacity to network needs to be built for establishing inter-ministerial and inter-agency mechanisms;
- capacity is needed to establish criteria and identify trafficking-prone areas.

Considering the need for capacity building at district level, the participants agreed that some of the above would apply. In addition, there would be a need for:

- building capacity of health personnel (administration and medical), NGOs and other groups through training programmes on problems, causes, consequences and prevention of trafficking;
- establishing centres capable of providing information and education, counselling, reproductive health services and re-integration of victims into the society;
- public information/advertising campaigns about the availability of service centres;
- strengthening the capacity of service centres through provision of drugs and medicines.

Attention was also drawn to parallel needs for capacity building to promote the rights-based approach at central and district levels.

The need for capacity building at community level would include the points proposed for central level; additional ones are noted here:

- building the capacity of health personnel, and community and religious leaders, on the prevention of trafficking in women, girls and boys;
- building capacity of the local leader in becoming actively involved in the prevention of trafficking;
- building capacity for community mobilization and outreach services for the prevention of trafficking;
- ensuring capacity to train and mobilize volunteers to engage in the programme.

Attention was also directed to capacity building for rights-based approach at community level, and reference for the nature of the actions may be found on page 15 of this report.

5. EMERGENCY, CONFLICT AND POST-CONFLICT SITUATIONS AND TRAFFICKING

5.1 Plenary

Ms. San Arun, Under Secretary of State, Ministry of Women's and Veterans' Affairs, Cambodia, provided a comprehensive description of the situation in the country as it reflected on the mission of her Ministry. The presentation was focused on solutions already in place at country and regional levels. At country level, the interventions include work with policy and decision makers on revising the law on trafficking, drafting the National Policy on HIV/AIDS, awareness raising on prevention of trafficking among this target audience, and training of governmental personnel. Furthermore, work was being conducted with the NGOs, and this has involved the organization of mobile public information campaigns targeting illiterate people from the country, direct assistance to victims, their reintegration into the society, etc.

At regional level, a bi-lateral memorandum of cooperation been prepared with Thailand and another has been prepared in draft for cooperation with Vietnam. The documents contain agreed definitions of the phenomenon, outlines of preventive measures, arrangements for repatriation of victims, and assistance to them. Efforts have also been made to establish a Regional Committee comprising representatives of Myanmar, China, Viet Nam, and Thailand, focused on strategic analysis and impact evaluations of measures and interventions.

The UNFPA experience in providing direct assistance to the victims of trafficking, especially to those abducted for prostitution and to the returned victims (boys and male adolescents), was presented by Dr. Mamadou P. Diallo, UNFPA Representative, Sierra Leone. The civil war in Sierra Leone has led to a near total

destruction of the basic health infrastructure. The country suffers high morbidity and mortality, and it has the highest maternal mortality in the world. There is widespread abduction of people, and there is much rape and exploitation of women and young girls. Cruelly, boys have been enrolled as soldiers, to perpetrate atrocities and to perform as sex slaves. The UNFPA-supported projects are implemented in collaboration and co-operation with other international agencies, such as WHO, UNIFEM, UNAIDS, WFP, and with governmental institutions and local NGOs. Although the activities represent pilot projects, the range of their interventions in Sierra Leone are very comprehensive and address all the sectors and communities involved (victims, law enforcement personnel, community, health services). The projects provide for reproductive health and family planning services, including counselling, vocational training (marketing and entrepreneurial), training in skills development (negotiation, coping with the stigmas, etc.), and IEC campaigns on safer sex, sexuality education sessions, and sensitisation of influencers. Given that trafficking only aggravates the existing dramatic situation in the country, where almost half of the population lives on the streets, the efforts should focus more on the practical aspects and solutions and less on advocacy. Funding is the biggest problem as the piloted interventions must now be replicated at national level, Dr. Diallo concluded.

Box 3: *Emergency, conflict and post-conflict situations, problems and recommendations*

Problems identified:

- Lack of resources, both human and financial, was identified as a key problem in implementation of the above-mentioned interventions.
- What type of vocational training can be undertaken by the war victims, considered the high number of those with limp amputation?
- What is done in terms of protection from stigmatisation of women in prostitution within the awareness creation component of the project in Sierra Leone?
- The increase in the military presence in certain regions causes demand for trafficking in women and children for sexual exploitation.
- The trafficker should not be left out from the interventions as it represents the easy way to achieve a better life.
- During conflict, trafficking aggravates the existing dramatic situation.

Proposed solutions/recommendations

- Focus should be on practical aspects and solutions rather than on advocacy.
- The necessity of partnership and co-operation in addressing these issues (GOs, NGOs, international community).

- The involvement of all sectors of the society as a condition for successful interventions.
- Provision of alternatives would help the beneficiaries in the disengagement process from their present activities.
- Capacity-building and prevention activities are to be considered.
- Free of charge, reconstructed surgery is considered in order to provide a minimum of functionality to persons with limb amputation.
- Provision of training on coping skills for the women and children in prostitution and public information campaigns on reducing stigmatisation of these groups.
- Demand should be addressed as the sex industry is flourishing around military presence.

5.2 Working group reports

5.2.1 Emergency and conflict situations

The Task: Identify key issues during conflict and other emergency situations:

- vulnerability of the population increases—e.g., refugees increase and there is a breakdown of societal and family structures;
- refugee camps become important supply sites for local traffickers;
- breakdown of government while law-enforcement facilitates the operations of traffickers;
- the military presence increases the demand for sex, and this is met and excused by the usual explanation: the soldiers are far from their wives and need these services to satiate their biological needs;
- in the case of natural disasters causing refugee flows, the population is also rendered vulnerable to trafficking;
- children, especially boys and girls, are more vulnerable when the social structure breaks down, when families separate, when they become orphans;
- the trafficking of boys in wartime to be boy soldiers or to undertake specific missions.

What is UNFPA comparative advantage in responding to conflict and other emergency situations?

- ability to identify vulnerable groups and to provide data collection;
- ease of establishing coordination with other UN agencies;
- provision of referral points for trafficked women and children;
- provision and establishment of early warning systems;
- capacity building;
- education and training of UN staff regarding the demand for, and the vulnerability to, trafficking of women and children;

- provision of a clear policy for sex education (including demand) among population and emergency workers and military personnel.

5.2.2 Post-emergency and post-conflict situations

The Task: Identify key issues during the post-conflict and post-emergency situations.

- A vulnerable population opens more opportunities for traffickers.
- Conditions of camp life during displacement are likely to lead to loss of social structure, loss of traditional social and gender roles, and to a weak legal system as regards law enforcement.
- There are likely to be an increased number of orphan populations, female-headed and/or child-headed households, and there would be abducted women and children bound for domestic or sexual forced labour, and military work.
- Refugees are a vulnerable group; without documentation, they are even more vulnerable.
- The added burden of gender bias: female bodies can be turned into commodities, but the men have the advantage of being valued for potential military service.
- As there is a tendency to accept a generalized culture of violence, growing alienation will adversely affect human relations.
- The sex market grows and is aimed to cater to the military, to workers in international development, as well as to the local demand.

What is UNFPA's comparative advantage in responding to these challenges?

- training programmes for crisis situations, life skills and reproductive health, especially for adolescents;
- capacity for data collection and needs assessment;
- country office partnership with government and other stakeholders; UNFPA credibility, and linkages with other UN service provider, e.g., IOM;
- provides direct assistance, support packages, safe delivery kits and emergency reproductive kits;
- strengthens NGO capacity - e.g., for setting up alternative schools, settlement services, and reproductive health education.

6. TRAFFICKING, POPULATION-DEVELOPMENT STRATEGY AND POVERTY

6.1 Plenary

Dr. Sheila Macrae, UNFPA Representative in Bangkok, described the work of a large UN Inter-agency project that is directly addressing trafficking in the Sub-Mekong region. The project holds regular partnership meetings where information is exchanged. While the UNFPA is not intensively involved in the project, it had earlier carried out a cross-border study of migration patterns, to trace high-risk groups and to provide data on the existence of HIV/AIDS in the region. The study, regarded as being highly sensitive, included adult men and women in prostitution. In one particular site, the women in prostitution argued that they had travelled there as a matter of free choice. In openly discussing their occupation, they argued they were doing it of their own free will. They were observed to be healthy and they seemingly had good living conditions. In another township, all the girls had been trafficked from Myanmar and their situation was very different. They came from poor parents and had been sold into the work by their parents. Important information was gleaned from this high-risk group, and Ms. Macrae concluded that similar studies could provide additional valuable information, given the right focus and methodology.

Ms. Ferdous Ara Begum, Joint Secretary, Ministry of Women and Children Affairs, Bangladesh, argued that the main causes of trafficking in her country included poverty, illiteracy and poor governance, and the dream of a better life. Bangladesh shares a border with India and Myanmar, where trafficking flourishes. She said that some 200 women and children are trafficked monthly into India for sexual purposes, and for bonded labour, camel riding, begging and forced marriages. Trafficking of adolescent girls is a key problem and is believed to be the source of increase in HIV/AIDS cases. Tragically, the young girls are increasingly trafficked as they are thought to be free of HIV. The government is committed to combat trafficking through a coordinated programme of poverty reduction, socio-economic development and safe and legal migration, and it has formulated concrete action plans for such efforts.

Box 4:

Trafficking, population-development strategy and poverty, problems and recommendations

Identified problems:

- Extreme poverty drives parents to sell their daughters.
- Trafficking is prevalent in some specific regions, but not everywhere in all countries..

- Trafficking is more of a gender problem (even though it is more attributed to poverty), the most vulnerability are women and children.
- Poverty, illiteracy, unemployment and poor governance are root causes of trafficking.
- Trafficking is an economic activity for the traffickers.
- Trafficking for commercial sex leads to high prevalence of HIV/AIDS infection, leading to new burdens for the victims.
- There is a need for government commitment to combat human trafficking.
- There is a lack of data.
- Funding of cross-border studies may be difficult to obtain.

Identified solutions/recommendations:

- For the future, Government Poverty Reduction Strategy Papers (PRSPs) must emphasize education, health, agriculture, social welfare, women and youth development, labour and manpower, physical infrastructure and institutional development in rural areas.
 - Establishment of micro-finance and micro-enterprise is required to improve women's empowerment at grassroots level and to improve the rural economy.
 - Government must find funds for implementing the part of the PRSP dealing with women and children, especially for female education, micro-credits and vocational training.
 - Government must focus on the improvement of the grassroots economy.
 - The PRSP must target the most vulnerable populations.
 - Policies need to be developed to ensure that there is a focus on the most vulnerable.
 - Government and development partners must ensure that there is good governance in place, as well as gender policy and social protection.
 - There is need for concrete Action Plans, programmes and projects to combat trafficking in women and children.
-
- Safe migration laws and legislation to combat trafficking should be put in place.
 - Policy dialogue should mainstream issues of trafficking into the development agenda.
 - Free basic education must be made available to the most vulnerable children.
 - Efforts should be made to differentiate between commercial sexual exploitation and commercial sex work.

6.2 Working group reports

Two working groups discussed the same questions, and their responses are synthesized as follows:

What are the needs in terms of data collection, documentation and research?

- identifying the characteristics of the target group;
- identifying the primary data (most data today is secondary);
- identifying methods used by the traffickers;
- identifying operational areas, including routes (mapping exercises);
- identifying causes of trafficking and their relative strengths or weaknesses and impacts;
- fulfilling the need for gender disaggregated data on trafficking;
- identifying trends in trafficking, taking into account its seasonal nature in some parts of the world;
- developing profiles of end users of the trafficking phenomenon;
- identifying and qualifying the individuals and institutions best capable of conducting the data collection and analysis;
- conducting research on the effectiveness of selected programmes and interventions.

What are the opportunities and challenges in these areas?

- mobilization of funds;
- selection of appropriate methodologies;
- training of data collectors;
- obtaining the political will;
- establishing partnerships - building funding, implementation and technical levels;
- obtaining a balance between quantitative and qualitative indicators;
- accepting the challenge posed by the difficulty to interview the "trafficker" and the "trafficked;"
- attempting to avoid duplication of efforts among the many players;
- building capacity to undertake collection and research;
- integrating trafficking in ordinary research programmes;
- Integration by the results and analysis by the data
- recognition that partnerships are important (to avoid duplication, as noted above), but could still pose problems that might block the integration of efforts for achieving better effectiveness;
- accepting the challenge of disseminating critical but useful data.

7. TRAFFICKING AND ADVOCACY

Plenary

Trafficking in Ghana takes various forms, according to Mr. Moses Mukasa, UNFPA Representative in Accra. One form is "Trokosi," a traditional practice in which a virgin is given in reparation of sin committed by extended family members. The girl may serve a sentence ranging from one year to life. Another form is a domestic kind of exploitation linked to the traditional fosterage system for girls between 4 and 20 years of age. "Hawking" of children serves to help traders in their commercial activities, and "Koyayei" involves girls and young women who carry loads in the markets.

Trafficking also occurs for farm work, mining and fishery and for prostitution in tourist areas. Due to the severe situation in Ghana, a partnership has been established comprising the government, bilateral organisations, international organisations and local NGOs, to combat trafficking where prevention through advocacy is central. Mass media is one of the most important partners in this work: it has the power to investigate cases and bring them to the attention of the people. The media can cover life stories from the field. The varieties of media employed include routine radio and TV discussions, periodic campaigns, school debates, essay competitions, use of radio, use of vehicle-mounted public-address systems, and town-criers in rural communities. Documentaries have proven useful to sensitise policy makers. Sensitisation seminars and training have involved security agencies, legal services, and relevant government institutions, including the district assemblies, NGOs, the media, churches, parents and guardians.

In Nepal, around 8,000 girls and women are missing from 220 villages, according to Mr. Yubaraj Sangroula, Coordinator, Centre for Legal Research and Resource Development. Ignorant girls are especially targeted as they are less dangerous. Girls cannot escape their owners in India since they do not know the language and cannot afford travel home.

The sex market in India serves as incentive to trafficking of girls and women from Nepal. Indian military installations on the border are provided Nepali girls. According to Mr. Sangroula, the Indian government prefers this arrangement to having Nepali women/girls in this situation. With foreign girls, the Indian government escapes the responsibility of recovery and rehabilitation of the victims. Trafficking is clearly founded on patriarchal ideology, where girls and women are kept ignorant, and where the human dignity of women is undermined - the major reason for their vulnerability. Mr. Sangroula clearly emphasised the need to address the issue of "demand." The Community Surveillance System against

Trafficking (CSSAT) is an intervention, which evolved out of the experience gained by several lawyers and sociologists in their work with women in the communities. The CSSAT concept is based on the ownership of the community of programme activities; the responsibility of the community for the implementation of programme activities, and the evaluation and reinforcement of the activities by the community. The strategies employed include building awareness, collectivising the force, taking actions, and involving the effective participation of the vulnerable.

Ms. Cecilia T. Hofmann, from the Coalition Against Trafficking in Women - Asia Pacific (CATW-AP) in the Philippines, informed participants that 2,000 persons leave the Philippines every day, and that 60 percent of the total are women. They leave mostly to work in domestic service or in the entertainment business. CATW is a global network, started in 1988. In the Philippines, the Coalition's advocacy objectives are: 1) to raise awareness about the risks and consequences of trafficking for sexual exploitation, using women's human rights framework; 2) to build cooperation among survivors, NGOs and concerned sector groups for prevention and services provision for victims; 3) to lobby government agencies for policy reforms and for safeguards for women in the migration process, and 4) to lobby at local, regional and international levels for the women's human rights framework.

At the local/community level, advocacy work involves the creation of Inter-Agency Task Forces by which monitoring mechanisms are set up at the village level to keep track of recruiters' identities and their movements, and to link community people and NGOs with the government agencies and local special bodies for social welfare, health and legal services. In addition, popular education and information materials have been developed and disseminated, and other materials have been produced to identify the forms, risks and consequences of trafficking. The information provided recommends preventive measures and gives contact addresses of concerned NGOs and government agencies.

At the national level, Ms. Hofmann stressed the importance of forging cooperation between government bodies and non-governmental organizations, while building public awareness represented a key effort that involves documentation of cases of trafficking, utilizing data and mobilizing action. Lobbying for effective legislation was seen as critical to success of the broader effort.

Ms. Hofmann emphasized the value of international campaigns: North-South and South-South exchanges, advocacy at UN levels, as well as campaigns on issues of military prostitution in the Asia Pacific, sex tourism and other forms of trafficking.

Advocacy work, she said, had already resulted in a wide recognition of the seriousness of the problem, and it has led to the creation of a number of government measures to address trafficking. It has also helped to develop some government/NGO collaborations, and to establish a growing broad-based coalition aimed at curbing trafficking and providing services to victims.

Box 5: *Trafficking and advocacy, problems and recommendations*

Identified problems:

- lack of awareness, will and interest in dealing with victims of trafficking in country of destination;
- high-risk migration continues – undeterred by widespread information;
- recruitment industry remains powerful;
- lack of communication between governmental and NGO/civil society structures, insensitivity in state institutions, existence of duplicate and parallel committees, lack of coordination between paralegal committees and government task forces;
- on sustainability: donors’ priorities get changed without scrutiny of impact on the programme, duplication of funds due to lack of donor agency coordination and organizations jump into the work without vision or long-term planning;
- on interception and rescue: coordination is required between recipients and countries of origin.

Proposed solutions/recommendations:

- Encourage parliamentarians to pass and implement trafficking related laws.
- Encourage all the partners to work together for achieving practical results.
- Mass media should be considered as a most important partner in advocacy work.
- Use should be made of radio and vehicle-mounted public address systems, and town criers in the rural communities.
- Documentaries could prove useful to sensitise policy makers.
- North-South and South-South exchanges should be promoted.
- Encourage the organization of sensitisation seminars and training, especially for security agencies, legal services, and relevant government institutions, including district assemblies, NGOs, the media, churches, parents and guardians.

8. SUMMARY OF DISCUSSIONS AND CLOSING SESSION

Ms. Bam Bjorling, Kvinnoforum, presented the summary of discussions. She took note that participants with knowledge and commitment had conducted their deliberations with a remarkable level of intensity. As a result, a good common understanding of one of the most difficult development problems today – trafficking in women, girls and boys – had been reached. Experiences had been shared and a good dialogue had been joined with a variety of challenging opinions, perspectives and priorities. Broad areas were covered, with contributors directing the attention of participants to many aspects and issues surrounding this complex and inter-disciplinary phenomenon. However, said Ms. Bjorling, through the lens of UNFPA's mandate, this broad spectrum of ideas and suggestions were transformed into actionable proposals, and a synthesis of key issues was presented and discussed. The executive summary included in this report presents these issues as well as comments and suggestions from the floor.

The Actionable Proposals were presented by Mr. Bill Musoke, and this was followed by open discussion among participants. The edited version of the proposals is included in chapter 9 in the present report.

Mr. Musoke, on behalf of Ms. Mari Simonen, closed the Consultative Meeting. He said "the importance of the problem of trafficking could not have been illustrated better than through the presence in this room, among others, of the representatives of the people, namely, the Honourable MPs, the wife of the Vice-President of Nigeria, and all of you who are here in your own right as experts on this problem requiring serious solutions." Mr. Musoke expressed UNFPA's appreciation to the organisers of the meeting as well as the resource persons: "I thank you all for your active participation and request you to keep the lines established open."

"I would like to assure you that your suggestions and contributions will assist UNFPA in pushing this important issue on the international and national development agendas as you have suggested."

Mr. Bill Musoke, UNFPA

9. ACTIONABLE PROPOSALS

Preamble

As an overall recommendation, co-operation and co-ordination with all, especially UN agencies, international organizations, governments and NGOs working on counter-trafficking issues is essential to ensure effectiveness and avoid overlap with the limited resources available in the overall fight against trafficking of human beings world-wide. Co-operation and co-ordination is particularly relevant in the area of prevention, rehabilitation and services, and advocacy.

Proposals for the Prevention of Trafficking:

- sensitise and strengthen research and documentation agencies to establish country data on trafficking;
- raise awareness to mobilize individuals, families and organizations in communities to monitor recruitment and to collect information on trafficking;
- reinforce the integration of issues of sexuality (and corrective information to combat myths about masculinity and male dominance) into reproductive health and rights education, especially for adolescents;
- strengthen training for the development of peer educators, utilizing, where possible, volunteer advocates from among survivors of trafficking;
- provide basic gender-issues education through the educational system, addressed to both teaching staff and students;
- formulate policies and deterrents (including training, codes of conduct) for the prevention of trafficking for sexual exploitation by uniformed personnel and international development or aid-agency personnel;
- provide training on trafficking in matters of sexual exploitation and other forms of abuse to uniformed personnel at community/local level – i.e., police, migration and border personnel, and the military – and encourage their contribution and contribution in the identification of potential victims or victims of trafficking, and in the identification and prosecution of traffickers;
- focus special attention upon populations in conflict and post-conflict situations, especially adolescent girls and boys, and work to set up early-warning systems in these contexts;
- ensure bilateral cooperation by promoting agreements between sending and receiving countries; this would help in monitoring cross-border activities of traffickers, supporting the victims of trafficking and, possibly, helping to ensure the safe repatriation of victims.

Proposals for Provision of Services:

- provide sexuality and reproductive health information, education and services for victims and survivors of trafficking in the countries of destination, transit and origin;
- provide and disseminate to victims and survivors of trafficking (as well as to providers), information, education and communication materials;
- ensure that counselling and testing programmes for STIs, including HIV/AIDS, are offered to victims and survivors of trafficking;
- set priorities for outreach and mobile services so that they would provide for appropriate service delivery for trafficking victims; IEC components should be built into these activities, and contraceptives should be made available;
- support referral and service delivery for trafficked victims and survivors;
- work with and/or through rehabilitation centres to provide care for the victims of trafficking.

Proposals Regarding Advocacy Efforts:

- promote the creation of regional communication networks, including events and seminars, to facilitate coordination, monitoring and control of activities on trafficking;
- promote awareness programmes for people at various levels, from grassroots to decision-making level; emphasis should be placed on the involvement of males to ensure greater effectiveness, especially in traditional societies;
- lobby governments to develop appropriate legislation—i.e., drafting appropriate legal instruments—and provide technical assistance where requested;
- advocate for national mechanisms to focus on trafficking issues, develop early-warning systems, and promote efforts to address the problem;
- lobby government to ratify existing international and regional protocol instruments;
- promote the use of existing UN protocols, and make them accessible down to the local level;
- change community perceptions, through awareness-raising activities, about the implications and risks of migration, about the credibility of agents promoting work, and about the realistic possibilities about a better life elsewhere;
- encourage acceptance and use of a rights-based approach in daily life;

- profile trafficking as a development issue and link it to the need for poverty reduction;
- encourage regional events with parliamentarians and other relevant actors in countries where trafficking is not yet high on the social and political agendas—as in many countries in Africa, the Middle East and Latin America;
- develop partnerships with the media to promote awareness and to generate more information on trafficking on women, girls and boys;
- promote the establishment of national in-country rapporteurs or other national mechanisms.

Proposals to Curb and Eliminate “Demand”:

- stress the “elimination of demand for commercial sex” as a policy issue;
- “demand” issues should be integrated throughout interventions, such as research, data-collection and advocacy;
- address “demand” as a social construction (in terms of both sexuality and gender relations), as this is a root cause for the buying and selling of human beings as mere commodities for sexual and other forms of exploitation;
- encourage government action to curb the demand for trafficking, especially through policy-making actions and legislation to influence the role and behaviour of the army, peacekeeping forces, development workers, local community workers, the sex industry itself, and others structures and entities.

Proposals for Building Resources:

- financial: establish appropriate partnerships;
- develop resource mobilisation strategies;
- identify synergetic activities;
- human: mobilize technical expertise.

**TRAFFICKING IN WOMEN, GIRLS AND BOYS
KEY ISSUES FOR POPULATION AND DEVELOPMENT
PROGRAMMES**

**Background paper for the
Consultative Meeting on Trafficking in Women and Children
Bratislava, Slovak Republic
2-4 October 2002**

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The United Nations Population Fund (UNFPA) gratefully acknowledges the efforts of Kvinnoforum, which prepared this background paper. In particular, we thank Ms. Carolina Wennerholm for her important role in this work. Thanks are also extended to Ms. Anita Gradin and Ms. Bam Björling for their efforts. Finally, we are pleased to acknowledge the technical collaboration that Kvinnoforum has provided to UNFPA in the organization of the Consultative Meeting on Trafficking in Women and children.

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1. INTRODUCTION

The aim of this paper is to provide an overview of trafficking in women, girls and boys and to highlight the challenge it poses to population and development programmes. The paper discusses the nature and scope of trafficking, explores possible reasons and causes for its rapid growth, and draws implications for the human rights of women and girls. It also reflects on the means of addressing this problem within a variety of international development frameworks, notably the Programme of Action of the 1994 Cairo International Conference on Population and Development (ICPD), and the Key Actions for Further Implementation of the Programme of Action adopted by the General Assembly in June 1999.

While trafficking in human beings involves both sexes, those most afflicted are females, especially young women and girls. This may be due to the feminisation of poverty, fuelled to some extent by economic and social pressures of globalisation. With the rights of victimized women and girls being violated in many ways, trafficking has quickly become a human rights issue. The problem also relates to a range of development issues, such as poverty, health and gender inequality.

A scourge that is global in scope, trafficking needs to be addressed more aggressively by governments, multilateral organisations, non-governmental organizations (NGOs), and by academia. Action strategies need to be developed and pursued.

The issue was initially raised by small groups of advocates early in the last century, when activists such as Josephine Butler fought against the "White Slave Trade". However, it is only in recent times that the magnitude of the problem was brought to the international agenda and that the concern has been expanded to encompass trafficking for purposes other than prostitution, including sweatshop labour, adoption and marriage. In December 2000, the United Nations adopted the Convention against Transnational Organized Crime and a supplementary Protocol addressing trafficking in persons, particularly women and children. The Convention and its supplementary protocol represent a major step forward because this is the first time the international community has agreed on a common definition.

The present paper is based on first-hand and second-hand information from existing reports and on-line materials presented by governments, NGOs and researchers. The aim is to give a concise picture of the knowledge and experience in the field to date. A list of references is provided to expand upon the briefly documented footnotes and to encourage further reading.

Section 2 of this paper explores the extent of the problem, while Section 3 addresses reasons and causes. Sections 4 and 5 present mechanisms and operational modes of trafficking, as well as indications of the impact of the problem at both individual and societal levels. Various approaches to trafficking are discussed in Section 6, and a presentation is made on the current debate regarding the UN definition of trafficking. Section 7 identifies the main international instruments that address the problem, Section 8 catalogues some critical linkages to population and development programmes, and conclusions are spelled out in Section 9.

BOX No.1

UN Definition of "Trafficking in persons, especially women and children"¹

a) Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other form 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 payment or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs;

b) The consent of a victim in persons to the intended exploitation set forth in paragraphs (a) shall be irrelevant where any of the means set forth in paragraph (a) have been used;

c) The recruitment transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons", even if this does not involve any of the means set forth in paragraph (a);

d) Child shall mean any person under eighteen years of age.

2. ESTIMATIONS OF THE EXTENT OF TRAFFICKING IN WOMEN, GIRLS AND BOYS

Trafficking in women, girls and boys is a global and complex problem. Until the recent United Nations agreement on a definition, use of the term was much contested. Accurate numbers of those afflicted could not be presented because

¹ Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children Supplementing the United Nations Convention against Transnational Organized Crime, Article 3

past statistical data had been based on varying definitions, and conflicting approaches compounded the difficulties of obtaining cross-national comparability and correct trend analysis. Another difficulty for statisticians is the criminal nature of the problem, which has consequences concerning how and what to measure, since much activity remains unreported, therefore unknown. Moreover, until recently trafficking was not a priority issue in many countries, and remained largely invisible.

In the absence of universally accepted definitions, the figures currently available are, understandably, only rough estimations of the number of women and children caught up in the trafficking scourge. With the agreed UN definition, however, data collection efforts should soon improve to provide more accurate views of the size and nature of the problem. This, in turn, should help countries in their efforts to develop strategies that could effectively address the issue.

Trafficking in women and children moves in all directions of the globe. While the movement is largely within domestic borders, regions and between neighbouring countries, women and children are also being transported across continents. Until recently, this was considered a South-to-North movement; but the truth is that women and children are being trafficked in all directions. Today, a global web exists, in which countries of origin, transit, and destiny overlap and intertwine. One country could easily be engaged in exporting women and children, while harbouring, at the same time, those arriving from other countries, and serving as destination for new groups.

At the global level, it is estimated that between 700,000 and 2 million women are trafficked annually across international borders.¹ This does not include domestic arrangements, as may be seen in China and India.² Box 2, presented below, provides estimates of the extent of the problem; the International Organization of Migration (IOM), which has focused on this issue for many years, compiled most of the figures. Using this data as background, it is possible to present brief descriptions of the scope and patterns of human trafficking.³

In **East and South-east Asia**, the main countries of origin are Thailand, China, the Philippines, Myanmar, Vietnam and Cambodia. The main countries of transit and destination are Thailand, Malaysia and Japan. Even though many women are trafficked for the sex industry, trafficking also occurs for marriage, domestic work and other forms of bonded labour. In some cases, women are

¹ IOM Quarterly Bulletin, No.23, 2001.

² O'Neill Richard, 1999, p.3.

³ This does not attempt to give a complete picture nor to cover all countries and regions.

initially sold into various forms of labour, but they may end up as sex workers. Another characteristic of the region is trafficking in children—girls and boys under the age of 18 years. This occurs largely in and from countries such as Nepal, Bangladesh, Cambodia, China, the Philippines and Thailand, where children are trafficked for sexual exploitation, adoption, begging and other forms of bonded labour.⁴

In **South Asia**, Bangladesh and Nepal are the main countries of origin for trafficking, while India and Pakistan are considered countries of destination. In all these countries, there is extensive domestic movement. As in East and South-east Asia, the reasons include prostitution, marriage, and sometimes fake marriage with unknown persons who could be traffickers. In some communities in India and Nepal, commercial sexual services have been falsely linked to religious and cultural practices, which make them deeply ingrained, complex and difficult for governments to tackle. Children represent a particularly large group of those being trafficked in the region; while in Sri Lanka, most children transported for sexual services are likely to be boys.⁵

The former Soviet republics of **Central Asia** serve as important countries of origin. Women from Kazakhstan, Kyrgyzstan and Tajikistan are sent initially to Russia and then moved onward to the Ukraine, Greece, the Middle East and Turkey. Although they are promised jobs, these women most often end up in the sex industry.⁶

In **Europe**, trafficking has increased dramatically since the fall of the Iron Curtain in 1989. The major destinations are the countries of Western Europe – Belgium, Germany, the Netherlands, Italy, UK and the Scandinavian countries. The majority of trafficked women come from Eastern and South-eastern European countries,

⁴ Swedish Ministry for Foreign Affairs, 2001.

⁵ Ibid.

⁶ IOM, 2001.

BOX No. 2

Estimates of the extent of trafficking in women and children

(Unless otherwise specified, the source is IOM, Quarterly Bulletin, No. 23, April 2001, "Trafficking in Migrants." Other sources are cited briefly in footnotes, while additional bibliographical details are provided in the List of References at the conclusion of this paper.)

- Some 120,000 women and children are trafficked into **Western Europe** annually. ⁷
- In **Lithuania**, two girls per high school disappear each year; with 600 high schools in the country, the number of girl disappearances annually is estimated at 1,200. ⁸
- There are 10,000 **Latvian** women and girl prostitutes; many are working abroad temporarily.⁹
- About 200 to 500 foreign women are trafficked into **Sweden** annually. ¹⁰
- Some villages in **Moldova** may have as many as 75 percent of their women working abroad; it is estimated that 50 to 60 women leave Moldova daily under trafficking arrangements for the sex business.¹¹

- In **Holland, Germany** and **Italy**, 80 to 90 percent of women in prostitution are foreigners.
- Some 45,000-50,000 women and children are trafficked annually into the **United States**. ¹²
- The estimated yearly figures for trafficking in **Canada** vary from 8,000 to 16,000.¹³
- About 10,000 women were trafficked to **Israel** for prostitution in the last 10 years. ¹⁴
- Around 200,000-225,000 women are trafficked annually from **South-east Asia** only.¹⁵
- Some 5000-7000 women and girls are annually trafficked from **Nepal to India**.
- A total of 1,178 women and children—all victims of trafficking—were deported to **Nigeria** between March 1999 and December 2000.
- **Ghana** Immigration Services estimate that 3,582 women were trafficked during the period 1998-2000, while 535 trafficked women returned to Ghana in the years 1999-2000.
- In 1999, an estimated 12,000 to 20,000 **Ethiopian** women were working in Lebanon, earning about 100USD per month. Between 1997 and 1999, 67 bodies of Ethiopian women were returned home from countries in the Middle East and the Gulf.
- Approximately 500,000 **Colombian** women and children are currently living outside their home country, after having been trafficked into sexual exploitation or forced labour.

⁸ European Commission document, 2001, p. 2.

⁹ Lithuanian women's NGO, Praeities Pedos.

¹⁰ Latvian Gender Problem Centre.

¹¹ Swedish Police report.

¹² Ibid.

¹³ O'Neill Richard, in *ibid.*, p.3.

¹⁴ McDonald et al, *ibid.*.

¹⁵ STV, 1996, p.10.

including Russia, the Ukraine, Albania, Kosovo, the Baltic States, the Czech Republic and Poland. However, there are also women from South-east Asia, primarily Philippines and Thailand, and from Africa (Ghana, Nigeria and Morocco), as well as from Latin America (mainly Brazil), Colombia and the Dominican Republic. Such intense cross-border activities serve the demands of a highly organized commercial sex work industry. In some cases, domestic work may be a reason. Many of the victims are children. There are, for example, cases of Albanian children trafficked to Greece and Italy for begging and drug dealing. Children are also enlisted for prostitution and illegal adoption.¹⁶

The war in the Balkans, and the subsequent placement there of large international groups, including largely male peacekeeping forces, have been followed by an increase in demand and supply of sex services. This has contributed to an increase in women trafficked into Kosovo.

In **North America**, the United States serves as a major destination for trafficking in women and children for the sex industry and for bonded labour. While the majority of victims originate from South-east Asia and Latin America, women are being increasingly enlisted from the former Soviet countries. In addition to the sex trade, there are other industries in the USA that depend upon human trafficking; they include mail-order bride companies, maid and domestic service structures, and illicit foreign adoption schemes.¹⁷ Canada is also a receiving country, as well as transit country for those—especially women from Eastern Europe—travelling to the USA.¹⁸

Latin America is a region where trafficking has a long, historical tradition. Inter-regional movements include women from Brazil, Cuba, the Dominican Republic, Honduras, Guatemala, El Salvador, Colombia, Panama, Venezuela and Guyana.¹⁹ Of the women and children who are trafficked internationally, many originate from the Dominican Republic, Colombia, Cuba, Mexico, Brazil, Ecuador, Surinam, Venezuela, Uruguay, Peru, Argentina and Paraguay. Destinations include most Western European countries, notably the Netherlands, Spain, Italy, Portugal and Greece, as well as Japan and the USA.²⁰ It is known that many women are trafficked to the USA from Mexico, Brazil and Honduras.²¹ Prostitution, domestic work and marriage are the principal reasons for this movement.

¹⁶ Ibid., pp.15-16.

¹⁷ O'Neill Richard, in *ibid.*, p.3.

¹⁸ Author's deduction.

¹⁹ Gruenpeter Gold et al, *ibid.*

²⁰ Strandberg, 1999, p.7.

²¹ O'Neill Richard, in *ibid.*, p.3.

In **Africa**, where there is concern about the extent of the problem, little data is available. Countries of origin include Ghana, Nigeria, Ethiopia and Mali. Destination countries include Nigeria, Côte d'Ivoire, Western Europe, the Middle Eastern countries (Lebanon, Libya, Kuwait and Saudi Arabia), and the USA. In Central and Western Africa, women are trafficked as domestic workers, while children may be sent off for work in plantations, domestic service and the sex industry.

Reports from other regions demonstrate that the **Middle East** as a region receives women from various countries in Africa and Central Asia.²² Israel receives trafficked women from Russia, the Ukraine, Azerbaijan, Moldova, Kazakhstan, Turkey, the Dominican Republic, Brazil and South Africa.²³

3. CAUSES OF TRAFFICKING

The underlying causes of trafficking are many and complex; they vary according to region and socio-cultural context. Nevertheless, a few issues stand out and some generalisations can be made to advance the understanding of this modern form of slavery.

Poverty and unequal gender relations are the most commonly cited reasons for trafficking. These conditions govern the lives of women and children in their domestic settings, and they create the genesis for the profit that the market generates and the facility by which trafficking occurs. The market for trafficking is, in turn, sustained by a demand for women and children for a variety of exploitative services. A self-perpetuating circle is, thereby, created.

3.1

The context and the situation of women and children in their home countries

The conditions under which women and children live their lives will determine their choices, opportunities, and abilities to advance themselves or, simply, to cope. One characteristic shared by these potential victims is the sense of powerlessness. For women, this is manifested in an inability to exercise rights over issues that affect their lives. An example would be the inability to obtain an education that might guarantee access to the formal labour market. A lack of skills and knowledge often condemns a woman to poverty and puts her at risk of being enslaved through trafficking.

²² Author's deduction.

²³ Gruenpeter Gold et al, *ibid*.

An at-risk woman from an 'originating country' has little power over the choice of a potential marriage partner, and once married, she would have even less of a say in matters of childbearing. In effect, her parents, brothers, and later, her spouse, will likely be in position to exercise power over her fertility and sexuality. It is not surprising that trafficking in women and girls is based on the very aspect of their lives over which they have the least control—their sexuality. With industry-like precision, sexuality is turned into a 'commodity' for the gain of others. The gendered nature of poverty (which affects men differently) and the powerlessness of women are closely interlinked, creating a situation ripe for exploitation.

For women living in poverty, prostitution may be viewed as a desperate measure to earn a living. Many are tempted to take to prostitution as a short-term goal, only to find they are trapped in it for a much longer time. Doubtless, some women willingly become involved in this kind of trafficking because of enticements to cross borders with promises of greater incomes. Because of these complexities, efforts to define trafficking are often contested, making it difficult to measure the extent of the problem. The former Soviet countries offer a useful case study.

The political changes in former Soviet states in the 1990's have opened new possibilities for some women. For the majority, however, change has contributed to great stress, caused by high unemployment, unequal access to the formal labour market, extremely low wages, lack of child care, sexual harassment in the workplace, and gender violence. The number of female-headed households has grown considerably, and this has placed additional burdens upon women trying to feed their families.²⁴

The gap between what they want to do and what they can do may serve as the force driving many women to look for alternative ways of earning a living. There are those who enter prostitution in order to feed the family; their husbands may even encourage them. Other women seek the trafficking mechanism, believing they will find work in domestic service or in restaurants, only to find themselves recruited into prostitution against their will. The high level of trafficking from the former Soviet countries suggests that many factors are at work; key among them are high rates of feminised poverty, rigid gender relations and subordination of women. Additionally, weak law and order continues to encourage this illicit trade.

Social constructions of gender relations and sexuality play important roles in providing the necessary cover for trafficking for sexual exploitation. Girls may be brought up to feel a sense of duty to repay their parents for the care and

²⁴ Strandberg, 1999, p.7.

protection received since childhood. Of those sold into prostitution, many do return home with honour—despite having suffered abuse and diseases—because they brought money, goods and security to the family.²⁵ In some areas in South-east Asia, prostitution is accepted as an inevitable social evil that is “necessary to satiate an uncontainable male sexuality.”²⁶ Some women, who have lost their virginity to lovers or relatives, or to rape episodes, have led other women (in the Philippines, for instance) to become prostitutes in the belief it is what they deserve.²⁷ In poor rural households in South-east Asia, remittances from daughters who have entered prostitution may represent the sole source of family support.²⁸

Furthermore, women may enter prostitution because of their inability to form sound relationships, especially after enduring violence at home or at work, or sexual harassment or sexual abuse earlier in life. Such women are easy targets for traffickers.

Growing evidence from countries as different as Mali, the Baltic countries, the Ukraine, Moldova, and even South-east Asian nations, suggests there are other unsuspected reasons for girls and women to enter prostitution or to seek out trafficking mechanisms; they include the longing for a more materialistic lifestyle, desire to become more fashionable, and the lure of opportunities to participate in urban nightlife.²⁹

There may also be some incentive for parents to send their children to work in the sex industry, prodded by stories told of families who have built or renovated homes with the regular remittances sent by their daughters who have entered into prostitution.³⁰

The picture of living conditions and social and cultural contexts in the home countries that encourage the supply of women and children for trafficking is not easily summed up. The principal causal factors may indeed be poverty and powerlessness, but there are others that enter into the mix. Among these are beliefs about male sexuality, expectations of parents and other family members, and the prestige attached to those families receiving remittances from abroad.

²⁵ Belsey 1996 in Lim, op. cit., p.13.

²⁶ D’Cunha, 1992; in Lim, op. cit., p. 12.

²⁷ Lim, in *ibid.*, p.12.

²⁸ *Ibid.*

²⁹ *Ibid.*, p. 18; MAHR, 2000, p. 13, and Diakiti,1999, p.177.

³⁰ Lim, in *ibid.*, p. 207.

It has become increasingly evident that all the factors mentioned contribute to the complexity of the trafficking problem, and that well thought-out strategies must be developed to deal with it. At bottom, however, trafficking is a violation of the human rights of all those women and children who have ever been caught up in it, regardless of the rationalizations given.

3.2 The profit and the facility by which trafficking occurs

On the demand side, trafficking is sustained by enormous profits made by those engaged in it, and it has become the fastest growing business for organized criminals. The UN estimates that trafficking is a 5-7 US billion dollar annual operation.³¹ According to Europol, it is impossible to appreciate the total turnover of this sector of criminality, but some estimates are available that could illustrate the problem's magnitude.³²

BOX No. 3

Examples of profit gained by trafficking

- According to a police representative in **Israel**, the sex industry represents up to 450 million USD per year.³³
- In **Spain**, police investigations reveal that victims are charged for each customer an average sum of 30-60 Euros.³⁴
- In the **UK**, one criminal group earned 40.3720 Euros during one week.³⁵
- In **Germany**, the total profit made from trafficking in connection with 84 investigations was 10,114,000 Euros.³⁶

- The CIA reports that women from Eastern Europe usually pay a fee of 900 USD to get to the **USA**. Trafficked women from Asia have been charged between 1,500- 3,000 USD for their passports.³⁷
- In Atlanta, **USA** 1000 girls and women from Asia in the age of 13 and 25 were held in bondage until their 30,000-40,000 USD contracts were paid off through prostitution.³⁸

³¹ CATW, 2001, p.1.

³² Europol, 1999.

³³ Gold, 2001, p. 5.

³⁴ Europol, in *ibid.*, p 36.

³⁵ *Ibid.*

³⁶ *Ibid.*

³⁷ *Ibid.*

³⁸ *Ibid.*

There are a variety of actors profiting in the trafficking trade chain, and it leaves the victims—the women and children—with little, if any, of it. A great advantage is that human beings can lucratively be sold repeatedly, which is not the case with trafficking in drugs and arms, for example.

Another advantage is that the money earned by the pimps is easily laundered. Europol reports that Lithuanian traffickers have purchased second-hand cars in Germany, invested in real estate in the UK, and converted cash into goods and commodities that are in short supply in Eastern European countries. Bank accounts, opened in the names of victims in their countries of origin, are often controlled by the traffickers, who could then manipulate deposits or remittances without links to their own identities.³⁹ In countries with more advanced banking systems, efforts to trace the laundering of money have become important strategies in the fight against trafficking.

The increase in criminal networks has a direct link to the huge profits that can be made, the ease with which trafficking can be done, and the relatively minimal sentences handed out following arrests and charges in court.⁴⁰ Often, trafficking in human beings is intertwined with dealing in drugs, arms and even animals. Comparatively, however, it is much easier to trade in human beings. In most countries, it is a simple matter to set up a legitimate business, such as a model agency, a film agency, or a marriage bureau, to serve as a cover through which women and children are contracted and traded. Corruption among state officials, police officers, migration staff and others may further facilitate the commerce by enabling women to enter countries on tourist visas, falsified passports or other travel documents.

As noted, the penalties for traffickers tend to be much lower than those handed out for other crimes, for instance in comparison to trafficking in drugs and arms. There are currently some efforts to increase and coordinate internationally the level of penalties. For example, the United States and the European Union are coordinating their efforts on this issue.

3.3 The demand for services

Over 70 percent of trafficking in women and children is for the sex industry. Besides work in the sex industry, the desire to secure cheap labour force continues to fuel demand for trafficked women and children in other businesses such as domestic labour, factory work, plantations and others. Although not all

³⁹ Europol, *op. cit.*, p. 37.

⁴⁰ *Ibid.*, p.36.

the services are discussed here, some – notably domestic help – may put girls at risk of sexual exploitation. Therefore, even though trafficked persons may not be working directly in the sex industry, they are easily exposed to the additional risks.

Many women enter prostitution for economic reasons; there is obviously universal awareness that a market exists and that it is a profitable one. For this reason, attempts to address trafficking must consider the demand side in addition to the supply side. In countries such as Indonesia, Malaysia and the Philippines, economic growth has created an expanding middle class, which has enhanced the capacity and even the motivation for men to buy sexual services. Economic growth in this case has fostered the demand and expanded the industry, rather than helping to diminish it. It is argued that this not only has increased the demand in numerical terms, but also in “quality”, where aspects such as age, ethnicity and race, virginity and sexual health are now factored into the supply of victims to meet specific demands. To avoid the risks of contracting HIV/AIDS and other STDs, younger persons and being sought out for trafficking. It is abundantly clear that a new “lifestyle” affecting the purchase of sexual services has developed as a result of improved economic circumstances.⁴¹ To satisfy this changing market, women, girls, and boys are trafficked across the world.

The growing tourist industry is now a key sector in many developing countries, and it has drawn an increasing number of women and children into prostitution. Tourists, however, account for only a small proportion of this market, while the locals make up most of the demand.⁴² Thus, attitudes related to lifestyle, where buying sex is considered an important attribute, are key factors for the increased demand for women and children. A thriving local prostitution market in any country is likely to entice traffickers because of the promise of very high profits.

Little research has been done on the buyers of sexual services. However, in studies made in Japan ⁴³ (a survey among 2,500 men) and in Sweden⁴⁴ (an in-depth study of 40 buyers), it was observed that average buyers were so called “normal” men, and that many were married or had stable relationships. In a recent study on prostitution and trafficking in the US, the men who bought such services came from all nationalities and races, all ages (15-90), and all walks of life. According to this study, 70-90 percent of the men were married.⁴⁵

⁴¹ Lim, op.cit., p. 208.

⁴² Ibid.

⁴³ Hughes and Roche, 1999.

⁴⁴ Gothenburg University, 1996.

⁴⁵ Hughes and Raymond, 2001, p. 70.

Another recent report on the situation in Ukraine and Moldova, describes the demand for commercial sex as extremely high and notes that the majority of the clients are married men.⁴⁶ The purchase of sexual services is an activity practised largely by men, with women and children targeted as the principal victims.

The few studies currently available also suggest that demand for sexual services may be viewed from the perspective of "attitudes", that these attitudes may find different forms of expression in different parts of the world, and that they can be effectively addressed and changed.

However, the research depicts other more deplorable trends. The above-mentioned US study, for example, also reports that buyers are increasingly demanding younger women, often under the age of consent. Almost half of the women in this sample reported that buyers frequently expected sex without condoms. Trafficked women were least capable of negotiating safe sex. Factors impeding the use of condoms included the need for the money (which is always greater for sex without condoms), older women's decline in attractiveness, competition and pressure from pimps who demand compliance under threat of violence.⁴⁷

4. MECHANISMS

4.1 Who are trafficked and how?

It is now established beyond doubt that most victims of trafficking are girls and boys. Though men migrate and transgress international borders, they are generally smuggled to their destinations, and they often avoid becoming victims of that trafficking-related exploitation. In contrast, the victimized women tend to be young, and this corresponds to their relative powerlessness. In the Baltic Sea region, for example, women in their twenties are at greatest risk. Worldwide, children remain an important target group for trafficking, although this trend is less prominent in the Baltic Sea Region.⁴⁸

Trafficking has another characteristic - an ethnic dimension. Ethnic minorities often have difficulties in the formal labour market and may face discrimination; examples may be found among the ethnic Russians in Estonia and Latvia. It is therefore no coincidence that there are large numbers of Russian women in

⁴⁶ Minnesota Advocates for Human Rights, 2000, p.12.

⁴⁷ Hughes and Raymond, 2001, pp. 70-72.

⁴⁸ ECPAT, Sweden, has recently published a report with evidence of children being trafficked into Sweden.

prostitution in Riga and Tallinn. In Thailand and Sri Lanka, girls and boys from the ethnic groups that reside in the hills are trafficked for sexual exploitation.⁴⁹

It has also been reported how modern “slave markets” in the Balkan region are comprised of women from a variety of ethnic backgrounds; the women are marketed in relation to the colour of their skin and prevailing ideas about their sexuality based on racial characteristics. Russian women may be seen to be just as exotic in the Philippines as Philippine women are in Russia. This shows that it is not possible to single out one group of women or children to be the potential victims of trafficking. As described earlier, the context and situation of women and children in their home countries will greatly influence the choice of victims.

Nations in conflict and post-conflict situations thrive on trafficking, and they contribute greatly to the scourge now evident in some African and Eastern European countries. Given the breakdown in law and order, as well as the disintegration of family units and the collapse of entire economies, immense opportunities are opened up to traffickers.

For many women in Eastern Europe, conditions of extreme poverty have driven them to seek new opportunities to create a better life for themselves and their families. The goal-oriented risk-takers among them would seem to be courageous women who intend to take control over their own personal situations. For them, work anywhere in the European Union is a desirable goal. However, there is a great discrepancy between wishes and desperate need, and there are many legal hurdles that effectively bar the way to these determined women. This situation has created lucrative opportunities for exploitation by traffickers.

With no other roads open, many women will come to rely on others for help. In all innocence, they may answer advertisements for work in countries of the European Union, or trust a “friend of a friend” offering to arrange a job. With the level of desperation so great, they may agree to sign contracts that include the promise to repay initial trip expenses from anticipated earnings as dancers, models, babysitters, maids or waitresses. Upon arrival at the “work site”, the women quickly learn that the promised jobs do not exist; instead, they are forced into sexual service as prostitutes or as performers in pornographic films. The conditions under which these women work are often slave-like, their fundamental human rights abused by profiteers and pimps. These scenarios are repeated often in many regions.

In some instances, women may be fully aware that the promised job is work in the sex trade. What they may not know until they reach their new destination is

⁴⁹ Swedish Ministry for Foreign Affairs, 2001, pp. 18,22.

that they will get to keep only a small part of their earnings, if any, and that they face the possibility of being locked up and beaten, having no control over the number and nature of services they will have to provide. A variety of techniques is employed to keep the women in compliance; these include debt-bondage, violence, threats, physical bondage, guilt, and threats of harm to their families. Because they have been smuggled into the country illegally and risk arrest for prostitution or illegal migration, the women seldom seek help from police. They would be additionally vulnerable if they did not speak the local language.⁵⁰

However, there are also girls, boys and women who are kidnapped or abducted into the trafficking trade. In some regions, parents sell their children, boyfriends sell their girlfriends, and relatives sell their women.

The different ways in which women and girls end up as trafficked persons working against their will in the sex industry complicates the efforts of governments and non-governmental organizations committed to the fight against this scourge. These victims have limited opportunities to link up with authorities because they are most probably kept in bondage or in secluded places. Sometimes, families back home are threatened if they do not cooperate. The traffickers themselves hide their acts behind what at first sight looks like legitimate businesses; they are cleverly camouflaged, making it hard to track or document, as described below.

4.2 The traffickers

The traffickers are organized in a variety of ways. Trafficking occurs through small-scale informal networks to international well-organized industries with tight links to organized international criminal networks.

In Northern Europe, Russian and Estonian women cross the border to Finland, Sweden and Norway on weekends, sometimes encouraged by their relatives and even husbands. The bus driver, the hotel or camping owner, and the pimp earn money from this activity, but the women themselves seldom profit. The actors in the trafficking chain may know each other; most often, however, the person at the beginning of the chain does not know the one at the end.

These informal criminal networks may be as dangerous as the large scale international ones, because their tactics are effective in controlling their victims. For example, in the small villages, where everybody knows each other, threats and harassment by the network members may have a tremendous impact on the victims—whether women or children—and this could force compliance with the demands of the traffickers. The stigma attached to girls deceived into commer-

⁵⁰ Strandberg,1999, p. 7.

cial sex work may be further aggravated in small communities, and this could inhibit their voluntary return even if they managed to escape their captivity.

According to Europol,⁵¹ the most common networks involved in Europe include groups of five to twenty people; this would satisfy most of the EU criteria for organised crime. These groups are likely to have hierarchical structures and division of responsibilities, and they would certainly be classed as profit-driven.

In many European countries, the criminals are nationally homogeneous and come from the same country or region as their victims. Ethnic-based criminal networks are most difficult to penetrate because they tend to be closed communities, possibly even family groups. In some cases, the same group might control all phases of the trafficking process - from a victim's movement from the country of origin to exploitation in the country of destination. Groups may sub-contract other groups, or buy and sell their victims, in what may be termed to be a very mobile and flexible business. An increasing number of women are involved in these networks.

BOX No. 4

Example of division of tasks in a hierarchical criminal

Structure (European case)⁵²

- **Leaders** of the criminal networks (who have no direct contact with the trafficked women)
- **Recruiters** in the countries of origin
- **Owners** of the establishment
- **Managers**, or business representatives
- **Receivers, chauffeurs** (dealing with transfer from entering the country to place of work)
- **Administrators**, or accountants
- **Caretakers, cooks, body guards** (for issuing or carrying out threats)
- **Attendants, minders, keepers** (who live with the victims and closely monitor their movements)
- **Cashiers** in the country of origin
- **Forgers** of documents

⁵¹ Europol 1999 p. 26.

⁵² Adapted from Europol, 1999, p. 28.

In the USA, the traffickers are reported to be smaller crime groups, smuggling rings, gangs, and loosely linked criminal networks that tend to victimize their own nationals. This contrasts with the situation in Europe and Asia, where larger structures are in place, engaging in a variety of illegal activities in addition to trafficking in women and children. Some large Asian and Russian organized criminal groups are, however, clearly present in the US and they are involved in trafficking in persons.⁵³

5. IMPACT OF TRAFFICKING

5.1 At the individual level

The impact of trafficking on its victims is devastating. Even for those who have been caught up in the trafficking mechanism with some degree of consent, the harsh and violent conditions of the deal come as a complete surprise. The impact, however, varies depending on the nature and purpose of exploitation. For those involved in the sex industry, the effects on their reproductive and sexual health and well-being can be destructive; for those taken into sweatshop work or domestic labour, adverse health effects may be less focused directly on their reproductive health.

Health effects

Trafficking severely affects the psychological and the physiological health of the women and children caught up as victims. Violence characterizes the business: there is rape, beating, forced drug use, food and sleep deprivation, enforced hiding and even murder. Victims suffer trauma and depression, while some are driven to suicide.

For those women and children forced to sell sexual services, the obvious risks are the possibility of contracting STDs and HIV/AIDS. Trafficked women are often placed illegally in a country, where they remain at the bottom of whatever social and economic rungs exist among women in prostitution. Their low status may oblige them to endure violent and unsafe sex; they are hardly in a position to negotiate the terms. Sexual exploitation may lead to post-traumatic stress disorder, not to mention unwanted pregnancies and unsafe abortions – the most common reason for maternal deaths among women worldwide. Victimized women and children may have limited access, if at all, to health care services; they may be locked in, or made entirely dependent on their pimp out of fear of being deported.

⁵³ Adapted from Europol, 1999, p. 28.

Social effects

Victims of trafficking are commonly transported far from their familiar surroundings, and they arrive in countries where they do not speak the language. Anxiety and fear make it difficult for them, especially the women and children, to build new social relationships based upon trust. Stigmatised for the rest of their lives, many may not wish to return home – even if they could. As to the fate of children born to women in trafficking circumstances, they may be adopted or placed on orphanages.

Legal effects

Once they reach their country of destination, trafficked women and children find themselves in an illegal position, but actual situations will vary since the legal frameworks and definitions on trafficking and prostitution vary from country to country. Sadly, law enforcement agencies tend to focus on the women (the victims, in effect), rather than on the trafficker. Often, law enforcers will deport a woman, leaving her without concern for her personal welfare and without any means of support. Where prostitution is illegal, the women may be sentenced to time in jail, while the traffickers remain free to repeat the crime.

Economic effects

Many women seek out the trafficking business as a means to improve the economic situation of their families. In some cases, the women succeed in remitting income to their family. Economic considerations may serve as the push factor for other women or children to be sold to traffickers. Unfortunately, in far too many cases, the women and children quickly become indebted to the traffickers and they are obliged to work for years to pay back “contract costs”.

5.2 At the societal level

The impact of trafficking on society is complex; it has been little analysed and researched. However, since it is evident that violence in general— and gender violence in particular—has a damaging effect upon health and development, the effects of trafficking must serve as a tremendous impediment to sustainable development. Women and children, whose lives are devastated by the consequences of trafficking, cannot contribute efficiently to development. There are some women, former victims of trafficking, who may themselves become traffickers, thereby perpetuating the problem. For abused children, negative socialisation may also degenerate into a major problem. Resources will need to be mobilized to support these victimized women and children once they are rescued, and there will be a high cost to be paid in efforts to trace and prosecute the traffickers, particularly as it involves international cooperation.

There is good reason to anticipate that STDs and HIV/AIDs will spread among

the women in prostitution – always the major problem with prostitution. Traffickers are therefore increasingly on the lookout for younger victims. As this trend increases, there are fears that the potential for young girls and boys to grow and contribute to personal and national development maybe nipped in the bud.

6. DEFINING TRAFFICKING

The trafficking debate can be traced back to the end of the nineteenth century when feminists like Josephine Butler brought involuntary prostitution into the international debate through the term “White Slave Trade”. Initially, the term referred to trafficking of European and American women for prostitution in western European countries and the USA, and from these countries to the colonies. The “Abolitionists”, who fought prostitution in Europe and the USA, campaigned against international trafficking; in 1904, thirteen states attended a meeting in Paris, and this resulted in an international agreement against white slavery. In 1949, this agreement was superseded by the United Nations Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others.⁵⁴

The issue remained dormant until the 1980s, when renewed interest was shown. This was due, in no small measure, to the developing feminist movement, the spread of AIDS, the increase in child prostitution and sex tourism, and the noticeable flows of migration.⁵⁵ Gradually the debate has grown to include the consideration of other forms of exploitation – domestic work, marriage, adoption, bonded labour in sweatshops, among others. As awareness has increased, governments and activists have adopted different approaches to the problem; they are presented below.

6.1 Approaches to trafficking ⁵⁶

The definition of trafficking in women has been greatly debated in the anti-trafficking movement. Because it remains a complex issue, intertwined with various and often conflicting interests on behalf of states and NGOs, definition becomes even more important. When outlining measures and policies to prevent trafficking, wording of a definition can make the difference

⁵⁴ Derks, 2000.

⁵⁵ Wijers and Lap Chew, 1997; Doezema, 1998; also in Derks, 2000.

⁵⁶ The text in this chapter is largely based on the article, “What is trafficking and what can be done?” by Nina Strandberg, Kvinnoforum, 1999.

between a law (or policy or other measure) that could assist a woman and one that might further victimise her.

Marjan Wijers, of the Foundation Against Trafficking in Women in the Netherlands, sheds some light on the issue by distinguishing between different approaches to trafficking and the strategies that these imply:⁵⁷ The approach determines what kind of strategies the state, or an NGO, will employ to fight trafficking. There could be “repressive” strategies aimed at suppressing organised crime, illegal migration or prostitution, or “empowering” strategies that are supportive of women concerned about strengthening their rights.⁵⁸

While both kinds of strategies have their value, Ms. Wijers warns of the dangers of mixing the approaches and the interests of NGOs and states, as these are often conflicting. An NGO, for example, may be interested in assisting and protecting the victimized women, whereas the state may have a greater interest in restricting illegal migration and organised crime. The mixing of approaches might lead to undesirable side effects for women, such as restricting their freedom of movement by denying visas or entry into the country, or by using women as witnesses (for combating organised crime, for instance), without offering them corresponding protection.

A Moral Problem

According to Ms Wijers, the “repressive” approach is found where states consider trafficking in women and prostitution as an evil (inevitable or not) that needs to be controlled. Actions against trafficking within this approach aim at controlling and punishing the parties involved, and the result is that women in prostitution may risk punishment, which in turn may lead to their stigmatisation for life.

A Criminal Problem

The criminal approach aims at introducing heavier punishments, improving international police co-operation and other measures, all of which encourage a more effective prosecution of the offenders. There are risks here, as the women’s interests in personal security and protection are often subordinate to the interests of the prosecuting authorities. This, the criminal approach often strikes at the women themselves when they are found guilty of prostitution or illegal migration.

⁵⁷ Speech at Transnational Seminar on Trafficking in Women in Budapest, June 20-24, 1998.

⁵⁸ “Between Repression and Empowerment”, speech at an international conference in Moscow; “The Trafficking of NIS Women Abroad.” November 3-5, 1997, Conference Report.

A Migration Problem

When state authorities view the issue through the lens of “migration”, trafficking becomes a problem of illegal migration, and measures are therefore designed with the aim of “keeping the women at home”; these measures would include exercising stricter border control and supervision of mixed marriages. The approach reflects the interest of the state in protecting itself from undesirable aliens.

A Public Order Problem

This approach views trafficking in women and prostitution as a public order or public health issue. Solutions are to increase control by introducing such measures as medical examination. According to Ms Wijers, all laws for women in prostitution come out of this approach.

A Labour Issue Problem

With this approach, trafficking in women can be understood as the result of the poor legal and social position of women: as women, as workers and as migrants. This approach calls for labour opportunities and working rights, including pensions and state benefits etc for women in prostitution.

A Human Rights Problem

Treating trafficking in women as a human rights problem offers two ways of analysis: prostitution is per se a human rights violation and should be abolished. The other is that prostitution as such does not violate women’s human rights, but the conditions women in prostitution live under, such as deceit, abuse, violence, debt-bondage, blackmail, deprivation of freedom of movement etc. do. The two different analyses coincide with the ideological split in the global movement against trafficking when it comes to views on prostitution and are represented by two different global coalitions.

Prostitution as “prostitution”: One side sees *both trafficking and prostitution as forms of sexual exploitation with trafficking as the cruellest form*. This side argues that women do not enter prostitution by free will. They do so because they have had their alternatives limited by societal structures and a labour market that discriminate against them and a society that has taught women to serve men sexually. Therefore, there can be no distinction between voluntary and forced prostitution as this ignores the way society and the state have limited women’s alternatives. Men who buy services from women exploit the women’s vulnerable situation and exercise power over them. Eliminating violence from trafficking and prostitution cannot be done as it is built into prostitution. Moreover, it would only ease the trauma a little as, for most women, the very act of selling sexual services is a traumatising experience. It is also a violation of a woman’s human rights. Therefore, this side argues that prostitution should be abolished and that the responsibility lies with the men who largely sustain the demand and on society in general to take a stance against women being bought (or sold).

The Swedish model of criminalizing the buying of sexual services but not the selling is often taken as a good example of how to limit the exploitation of women and take away “the market” for traffickers. The Coalition Against Trafficking in Women (CATW) largely holds this view and states that “prostitution victimises all women, justifies the sale of any woman, and reduces all women to sex.”⁵⁹ Subsequently CATW works against all forms of sexual exploitation of women.

Prostitution as “sex work”: The other method of analysis *focuses on the violence and coercion in trafficking and does not view prostitution in itself as exploitative*. This side sees the above analysis of societal structures as “forcing” women into prostitution as moralising over women’s choices. Women in prostitution, they argue, find themselves on a continuum between free will and force. Instead of trying to establish whether women want to be in prostitution, the focus should be on assuring that the human rights of women in prostitution are protected. That is, women in prostitution should have the right to freedom of movement, freedom from violence and most importantly, labour rights. The argument goes further: if prostitution were given labour status (sex work), then national and international laws and mechanisms against slavery-like practices, forced labour and bad working conditions could be used against trafficking. Giving labour status to prostitution would empower women who want to be in prostitution and help those who are forced into prostitution. The Global Alliance Against Trafficking in Women (GAATW), represents this side, and works for eradication of trafficking through such means as giving labour status to prostitution.

Both sides generally agree that the stigma attached to women in prostitution all over the world derives from the fact that the women do not conform to the norms of female sexual behaviour and are therefore “bad women”. The way to counter this is to work towards breaking down the division of good and bad women, “Madonnas” and “whores”, and to promote women’s autonomy in defining their own sexuality.

While it is important to have a clear definition of trafficking when advocating for legal changes, the opposite is important for practical preventive and rehabilitative work such as information campaigns and counselling. Here, a broad definition of trafficking prevents the exclusion of potentially good strategies and accommodates different NGOs, institutions and government organisations. As trafficking is an international phenomenon, international co-operation is imperative. All available resources to combat the problem need to be mobilised and exclusion of organisations must be avoided.

⁵⁹ From “Philosophy of the Coalition Against Trafficking in Women,” CATW web site.

6.2 The UN definition - highlights and debate

The UN United Nations Convention against Transnational Organized Crime was adopted by the General Assembly in November 2000. The Convention is currently supplemented by two protocols, one on trafficking in persons and one on smuggling in persons. All countries signed the convention in December 2000, and 80 countries signed The Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children.

A major step forward, the Convention, together with its supplementing protocols, contains the first internationally agreed definition of trafficking. The stated purposes of the Trafficking Protocol (Art. 2) are:

- a) To prevent and combat trafficking in persons, paying particular attention to women and children;
- b) To protect and assist the victims of such trafficking, with full respect for their human rights, and
- c) To promote cooperation among State Parties in order to meet those objectives.

The Convention and its supplementing protocol are clearly focused on crime control which aims at helping governments to organize and share information about organized crime and increase their ability to find and prosecute traffickers. The law enforcement provisions are mandatory state obligations whereas the protection and assistance provision are discretionary.⁶⁰

In summary, the protocol serves to do the following:

- Defines trafficking in persons;
- Offers a tool for law enforcement and border control;
- Strengthens the response of the judiciary;
- Expands the scope of protection and support of victims and witnesses, and
- Establishes prevention policies.⁶¹

While the focus is clearly placed on crime control and law enforcement, including protection of victims, prevention efforts are also foreseen. The prevention policy includes:

- Prevention of re-victimization;
- Research, information campaigns, social and economic initiatives, and
- Co-operation with civil society.⁶²

⁶⁰ GAATW 2001.

⁶¹ ODCCP, 2001, p. 3.

⁶² Ibid., p. 4.

The convention was preceded by lengthy discussions, and a number of NGOs were organised to lobby for their different opinions and arguments. The differences in opinions and interpretations of it largely coincide with the division in the coalitions described above. Brief descriptions of the key issues and differences are presented as follows:

The **“Human Right Caucus”**⁶³ was inclined to highlight the following points and concerns:

- The protocol recognizes the existence of voluntary prostitution and forced prostitution;
- It intentionally does not define this term, as governments could not agree on a common meaning;
- All governments agreed that involuntarily forced prostitution would constitute trafficking, but the majority of governments rejected the idea that voluntary, non-coercive participation by adults in prostitution constitutes trafficking;
- The protocol expressly permits states to focus only on forced prostitution and does not require governments to treat all adult participation in prostitution as trafficking;
- A definition of the term “sexual exploitation” is recommended to governments, which stresses force and coercion as a requisite, as in the case of any other labour exploitation, and
- The protocol provides provisions in terms of assistance and protection for victims of trafficking who are willing to witness; however it has been criticized for not providing the same kind of generous provisions for those who are not willing to witness.⁶⁴

On the other hand, the issues highlighted by the **“International Human Rights Network”**⁶⁵ are:

- That trafficked persons, especially women in prostitution and child labourers are no longer viewed as criminals but as victims of crime;
- That global trafficking will be answered with a global response;
- That all victims of trafficking in persons are protected, not just those who can prove force;
- That the consent of a victim of trafficking is irrelevant;
- That the definition provides a comprehensive coverage of criminal means by which trafficking takes place, including not only force,

⁶³ Including GAATW, International Human Rights Law Group, Foundation Against Trafficking in Women and La Strada/Poland; also, issues from OCDDP, *ibid.*

⁶⁴ *Ibid.*

⁶⁵ Including CATW, MAPP, European Women’s Lobby, Issues from CATW, p. 4, 2001.

coercion, abduction, deception or abuse of power, but less explicit means such as abuse of victims vulnerability;

- That the international definition helps insure that victims will not bear the burden of proof;
- That the exploitation of prostitution and trafficking cannot be separated. The protocol acknowledges that much trafficking is for the purpose of prostitution and for other forms of sexual exploitation;
- That it is not necessary for a victim to cross a border so that women and children, who are domestically trafficked for prostitution and forced labour within their own countries, are also protected;
- That the key element in the trafficking process is the exploitative purpose, rather than the movement across a border, and
- That this Protocol is the first instrument to address the demand which results in women and children being trafficked, calling upon countries to take or strengthen legislative or other measure to discourage this demand that fosters all forms of exploitation of women and children. (Art 9.5)

It may be concluded from the above that important differences of opinions and priorities remain. However, the fact that the various parties and governments managed to agree upon a definition is a major step forward. Regardless of the shortcomings of the convention, it offers the most comprehensive framework that exists today for combating trafficking at the national, regional and global levels.

7. INSTRUMENTS AGAINST TRAFFICKING

The United Nations Convention against International Organized Crime dates from December of 2000, but it is anticipated that it will only enter into force when it is ratified by at least 40 countries. Nevertheless, there are a number of existing instruments developed earlier which address trafficking directly and which are still in effect; with several exceptions (noted in parentheses) those presented below contain operative sections that can already be utilized in the fight against trafficking at the national level.⁶⁶ In many cases, their presence contributed significantly to making the UN convention a reality.

⁶⁶ Swedish Ministry for Foreign Affairs, 2001, and Derks, 2000.

7.1 International instruments

Conventions

- Convention for the Suppression of the Traffic in Persons and of the Exploitation of the Prostitution of Others, 1949.
- Slavery Convention, 1926, and the Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery, 1956.
- Forced Labour Convention, 1930 (ILO).
- Convention on the Elimination of All Forms of Discrimination against Women, 1979 (CEDAW).
- Convention on the Rights of the Child, 1989.
- International Convention on the Protection of the Rights of all Migrant Worker and Members of their Families, 1990 (*not in force*).
- Rome Statue of the International Criminal Court, 1998 (*not in force*).
- ILO Convention Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, 1999.
- UN Convention against Transnational Organized Crime.

Declarations, resolutions and other instruments

- Universal Declaration of Human Rights, 1949.
- Declaration on the Rights of the Child, 1959.
- Vienna Declaration and Programme of Action of the World Conference on Human Rights, 1993.
- Declaration on the Elimination of Violence against Women, 1993.
- Programme of Action of the International Conference on Population and Development (ICPD), Cairo, 1994.
- World Summit for Social Development, Copenhagen, 1995.
- Beijing Declaration and Platform for Action of the Fourth World Conference on women, 1995.
- Report of AD Hoc Committee of the Whole of the Twenty-first Special Session of the General Assembly, Overall review appraisal of the Implementation of the Programme of Action of the ICPD, ICPD + 5 (1999).
- The Special session of the UN General Assembly on Beijing + 5 (2000).

7.2 Regional instruments and initiatives

Many regions have also taken their own initiatives to combat trafficking. Below are some examples of regional policy statements and instruments: ⁶⁷

Asia ⁶⁸

The Asian Regional Initiative Against Trafficking of Women and Children (ARIAT), March 2000, co-hosted by the Philippines and the US.

The Asia-Pacific Symposium on Trafficking in Persons, January 2000, attended by policy-makers, academicians, UN agencies and NGOs.

Bangkok Declaration on Irregular Migration 1999, adopted by governments from South Asia, East Asia and South-east Asia during a seminar convened by the Government of Thailand and the IOM in April, 1999.

The Manila Declaration on the Prevention and Control of Transnational Crime, 1998, adopted at a Regional Ministerial Meeting.

The 1997 ASEAN Declaration on Transnational Crime.

The South Asian Association for Regional Co-operation (SAARC).

The Asia-Europe Meeting: the ASEM initiative also addresses trafficking in its co-operation.

Europe

The European Union has been engaged in developing a strategy since 1996, and the notable activities include the following:

First Communication on trafficking in women for the purpose of sexual exploitation in 1996: developed as a European strategy to fight against the phenomenon.

Joint Action of February 1997, to combat trafficking in human beings and the sexual exploitation of children.

Second Communication for further actions in the fight against trafficking in women, December 1998.

⁶⁷ This does not aim at constituting a comprehensive list.

⁶⁸ Swedish Ministry for Foreign Affairs, 2001, and Derks, 2000.

Third Communication from December 2000, in which the Commission proposes two framework decisions, one on combating trafficking in human beings and the other on sexual exploitation of children.

The Council of Europe (with 43 member states), addresses directly and indirectly through a number of committees and programmes.

The Organization for Security and Co-operation in Europe (OSCE), adopted in December 2000, a Decision on Enhancing the OSCE's Efforts to Combat Trafficking in Human Beings.

The Stability Pact for South-eastern Europe: a first meeting was held on trafficking in September 2000.

The Council of Baltic States has set up a Task Force on Organized Crime in the Baltic Sea region, which, among other concerns, addresses trafficking, 1996.

Africa

In February 2000, Nigeria hosted the first Pan-African conference on trafficking in human beings.

Latin America

American Convention on Human Rights "Pact of San Jose, Costa Rica," adopted 22 November 1969.

Inter-American Convention On The Prevention, Punishment And Eradication Of Violence Against Women, "Convention Of Belem Do Para," adopted at Belem Do Para, Brazil, 6 September 1994.

"American Declaration of the Rights and Duties of Man," adopted by the Ninth International Conference of American States, 1948.

Latin American NGOs met for a regional encounter together with GAATW in September 2000, to discuss experiences and strategies against trafficking in Latin America.⁶⁹

⁶⁹ GAATW, 2000.

8. COMBATting TRAFFICKING IN POPULATION AND DEVELOPMENT PROGRAMMES

8.1 The ICPD Programme of Action

The 1994 Cairo International Conference on Population and Development created a useful framework through which many aspects of trafficking in women and girls can be tackled. Foremost among these are the fifteen principles underlying the Programme of Action (POA) which emanated from the conference. These principles describe the context within which all population programmes should be implemented. A key theme that runs through the principles (highlighted in excerpted form in the box below), is the promotion and the protection of human rights, with particular mention made of the human rights of women and girls.

BOX No. 5

ICPD Programme of Action Principles

- Principle 1: Human Rights - the right to life, liberty and security of person;
- Principle 2: The right to an adequate standard of living (food, clothing, housing, water and sanitation);
- Principle 3: The right to development, seen as an integral part of human rights;
- Principle 4: Gender equality and equity, empowerment of women, elimination of all Forms of violence against women, women's ability to control the own fertility are cornerstones in population and development programmes;
- Principle 5: The improvement of quality of life of all people;
- Principle 6: Recognition and proper management of the relationship between population, resources, the environment and development;
- Principle 7: Eradication of poverty;
- Principle 8: The right to enjoy highest attainable standard of physical and mental health, including, among others, sexual and reproductive health and health care;
- Principle 9: Support to the family - to enter marriage with free consent;
- Principle 10: The right to education, particularly for women and girls;
- Principle 11: Highest possible priority to children (trafficking mentioned);
- Principle 12: Guarantee to migrants of their basic human rights, and ensuring that documented migrants receive proper treatment and social services;
- Principle 13: Assurance of the right to seek and enjoy in other countries asylum from Persecution;
- Principle 14: Support and recognition for the identity of indigenous people;
- Principle 15: Sustained economic growth in the context of sustainable development and social progress.

8.2 Centrality of gender equality in the ICPD Programme of Action

Gender equality

As discussed in this report, the root causes of trafficking are largely found in the unequal gender power relations that obtain in most regions of the world. This is expressed, for instance, in the gendered labour market, the gendered experience of poverty, unequal access to education, and attitudes towards women and children as commodities rather than persons who should control their own destinies. The ICPD Programme of Action (pp. 22-23) stated unequivocally that “the empowerment and autonomy of women and the improvement of their political, social, economic and health status is a highly important end in itself.” It goes on to say that “experience shows that population and development programmes are most effective when steps have simultaneously been taken to improve the status of women.”

Women’s empowerment

While some women who become victims of trafficking may have started out hoping to improve their condition, their eventual involvement in commercial sex work is an indication of the absence of alternative ways available to them to improve their situation. It is hardly debatable that women are forced to make such choices as a last resort. It is also clear that many have firm intentions of getting out as soon as possible. The development of viable alternative paths to sustaining a livelihood is, therefore, an important contribution that population programmes can make. However, to be effective, they must take into account women’s multiple responsibilities. They should also address the cultural constraints faced by women that serve to reduce their self-esteem and their ability to articulate personal needs and interests.

In this respect, it is particularly important that in-school and out-of-school population and development programmes reach the most vulnerable – young women – and help to build their life management skills early. Young girls and young women need to know how to negotiate themselves out of potentially treacherous situations. They need to be equipped with information that is both relevant and timely for helping them manage the environment they interact with. For young women, ignorance is a potential threat to their health and their lives. Initiatives are also needed that will focus attention on the rehabilitation of those who have managed to escape or survive the bondage and traumas of trafficking.

Violence against women

Trafficking in women and children is a particularly harmful form of gender violence. The ICPD programme of action calls for the elimination of all forms of violence against women. The Convention on the Elimination of All Forms of

Discrimination Against Women (CEDAW), and, in particular, recommendation number 24, offers clear guidelines on the prevention of violence against women.

Trafficking inflicts gender-based violence at a critical point in the life cycle of young women. Many women are enticed, sold or forced into the sex industry; they are at an age when they are about to become productive members of society. Not only is this a major loss in terms of family and national investments, but it curtails the realization of human potential. The costs to society are enormous and are felt at many different levels.

Human rights including reproductive health and rights

Far too many women and children are trafficked for sexual exploitation because they have no control over their reproductive and sexual health. Generally, trafficked women end up as illegal residents in the country of destination, and they have little or no say in the possibilities of negotiating the terms of their stay or the terms under which they are forced to deliver their sex services. Many are obliged to endure unsafe sexual practices, which places them at increased risk for HIV/AIDS and STDs. Some may be forced to resort to abortion for unwanted pregnancies, or to give up for adoption their newborn children. These women are completely denied any form of reproductive choice. Moreover, many women are subjected to bondage, their freedom of movement is curtailed, and the violation of their human rights is total.

There are serious implications here for population programmes, which should increasingly be supportive of efforts to establish policies and legal frameworks to promote and protect women's human rights. In this thrust, the programmes need to address directly the perceived point of intersection between women's human rights violations and the work of the Human Rights Treaty bodies. As this report has shown, the violations of women's human rights are channelled or mediated through gender, ethnicity, race, nationality and class.

Migration

Since trafficking often involves crossing borders, it is important to devise means of addressing the issue as a form of migration. While many countries may enact laws permitting the arrest of trafficked women as illegal migrants and their eventual repatriation, care must be taken not to victimize them further.

It may be justly be concluded that trafficking in women, girls and boys is an important area of concern and action for the UNFPA, as the issue has direct links to the principles and key areas of the Fund's mandate.

9. CONCLUSIONS

Trafficking is a complex issue which relates to a broad range of areas and sectors, and which demands multifaceted responses. Furthermore, it is a contested problem, both in terms of its definition as well as in resolution strategies. The present paper, aimed at giving an overview of the issues involved, may serve as useful input to the general knowledge about trafficking and may further facilitate the formulation of policies and strategies, as well as the formulation of programs and projects at local, regional and international level.

As its mandate clearly relates to the causes and consequences of trafficking, the UNFPA may play an important role in developing corrective measures that could work effectively against this modern form of slavery.

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Appendix II

Agenda

UNFPA

Consultative Meeting on Trafficking in Women and Girls 2-4 October 2002, Bratislava

1 October, Tuesday	Arrival
6:00-8:00pm	Registration at Hotel Danube
8:00-9:00pm	Briefing/meeting of chairpersons, rapporteurs and resource persons

DAY 1 (2 October, Wednesday)

9:00-9:45am Opening ceremony

9:45-10:15am Break

Session 1

10:15-10:30am Overview and UNFPA's Role

Chair: Mr. Bill Musoke, UNFPA Rep, Nepal
Chief

Rapporteurs: Kvinnoforum
UNFPA Objectives and expected outcomes of the meeting
Adoption of agenda

10:30-11:20am Topic I: Overview - trafficking in women, girls and boys

Rapporteur: Ms. Lidia Bardakova, NPO, Russian Federation
Presenters: (1) Mrs. Anita Gradin, Former Commissioner for Justice
& Home Affairs, European Commission
(2) Mrs. Carolina Wennerholm, Head, International Unit,
Kvinnoforum
(3) Mrs. Amina Titi Atiku Abubakar, Nigeria

Plenary

11:20-12:30pm Topic II: UNFPA's Role in the prevention of trafficking

Rapporteur: Ms. Gilka Melendez, UNFPA Asst. Rep., Dominican Rep.
Presenters: (1) Ms. Wariara Mbugua, STO, UNFPA, New York
(2) Mr. Dilli Bhattarai, Consultant, UNFPA, New York

Plenary

12:30-2:00pm Lunch

Session 2

2:00-3:15pm Topic I: Trafficking and reproductive health
Chair: Dr. Sheila Macrae
Rapporteur: Ms. Masumi Watase, Programme Specialist, UNIFEM, NY
Presenters: (1) Dr. Tatiana Kurova, Director, Gender Center, Latvia
(2) Ms. Mercedes Borrero, UNFPA Asst Rep, Colombia
(3) Ms. Zeljka Mudrovic, UNFPA NPO, Bosnia

Plenary

3:15-3:30pm Break

3:30-4:30pm Working groups

4:30-5:30pm Reporting from working groups

7:00-10:00pm Reception at Restaurant WOCH

DAY 2 (3 October, Thursday)

9:00-10:00am Topic II: Emergency, conflict and post-conflict situations and trafficking
Chair: Mr. Dirk Jena, UNFPA Representative, Rwanda
Rapporteur: Ms. Stela Serghiuta, UNFPA Project Coordinator, Romania
Presenters: (1) Dr. Mamadou P. Diallo, UNFPA Rep, Sierra Leone
(2) Ms. San Arun, Under Secretary of State, Cambodia

Plenary

10:30-10:45am Break

Session 3

10:45-11:45am Topic I: Trafficking, Pop-Dev Strategy and poverty
Chair: Mr. Alain P. Mouchiroud, UNFPA Representative, Turkey
Rapporteur: Ms. Sylvia Hinson-Ekong, Prog. Officer, PECL, Ghana
Presenters: (1) Dr. Sheila Macrae, UNFPA Rep, Thailand
(2) Mrs. Ferdous Ara Begum, Joint Secretary, Bangladesh

Plenary

11:45-1:00pm Working groups

1:00-2:30pm Lunch

Session 4

2:30-3:30pm Topic I: Trafficking and Advocacy
Chair: Ms. Afsatu Kabba, Member of Parliament, Sierra Leone
Rapporteur: Ms. Liudmila Barcari, UNFPA Prog. Officer, Moldova
Presenters: (1) Mr. Moses Mukasa, UNFPA Rep., Ghana
(2) Mr. Yubaraj Sangroula, CLRRD, Nepal
(3) Ms. Cecilia T. Hofmann, CATW, Philippines

Plenary

3:30-3:45pm Break

3:45-4:45pm Working groups

4:45-6:30pm Report from working groups

DAY 3 (4 October, Friday)

9:45-10:30am Summary of discussions: Ms. Bam Bjorling, President, Kvinnoforum

Plenary

10:30-10:45am Break

10:45-11:20am Draft actionable proposals

11:20-12:45pm Adoption of actionable proposals

12:45-1.00pm Closing ceremony

Appendix III

CONSULTATIVE MEETING ON TRAFFICKING IN WOMEN AND CHILDREN

BRATISLAVA, SLOVAK REPUBLIC
2 TO 4 OCTOBER 2002

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2 TO 4 OCTOBER 2002**

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**CONSULTATIVE MEETING ON
TRAFFICKING IN WOMEN AND CHILDREN**

**BRATISLAVA, SLOVAK REPUBLIC
2 TO 4 OCTOBER 2002**

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