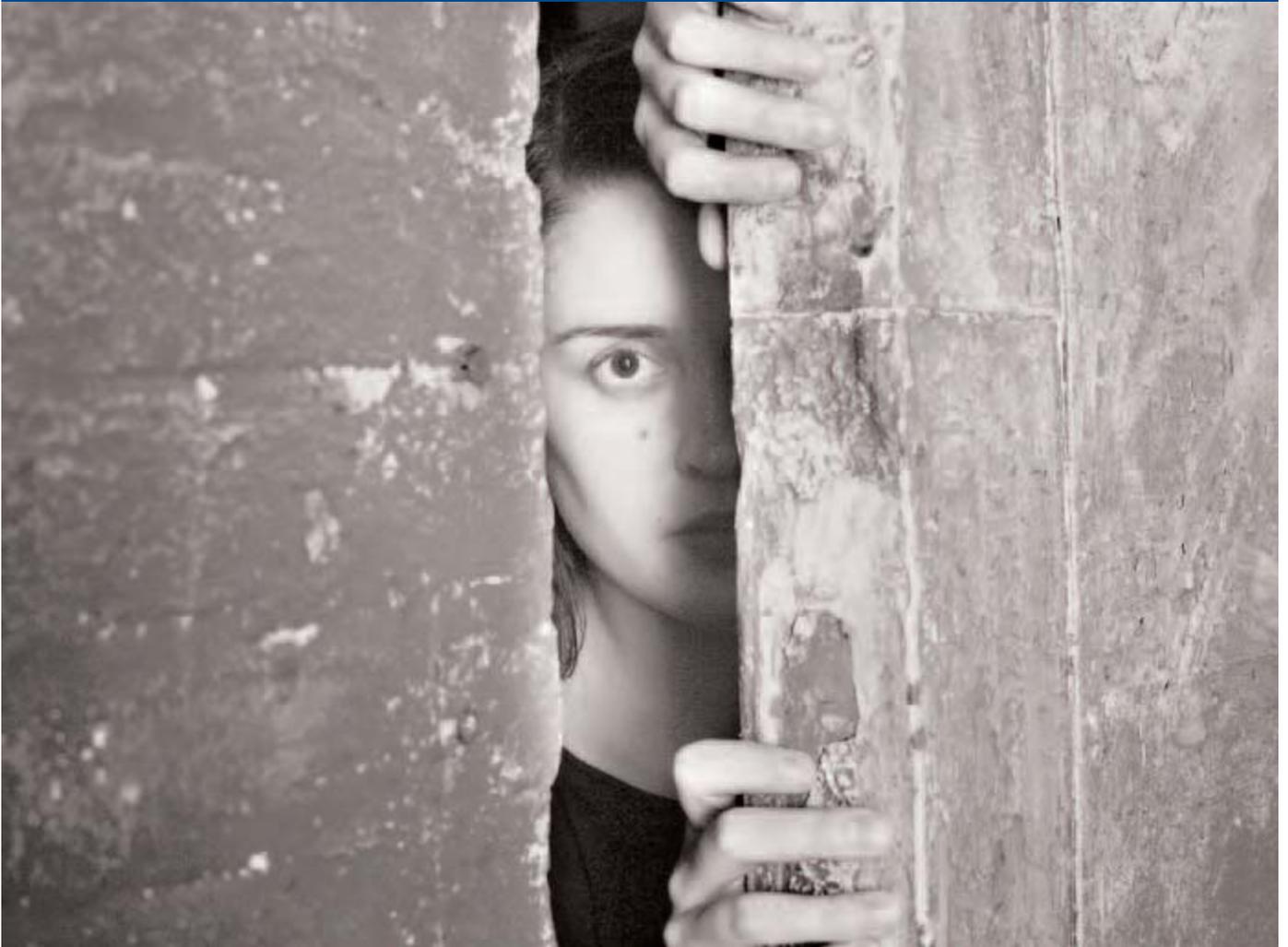




**USAID**  
FROM THE AMERICAN PEOPLE

# Trafficking in Persons: USAID's Response



March 2006

## Contents

Introduction	3
Map – USAID Anti-Trafficking Assistance 2001-2005	8
USAID’s Regional Anti-Trafficking Activities	10
Africa	10
Asia and the Near East	12
Eastern Europe and Eurasia	18
Latin America and the Caribbean	23
Conclusion	26

# Trafficking in Persons: USAID's Response

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**Trafficking in persons is a violation of  
the most fundamental of human rights,  
the freedom from slavery.**

## Introduction

Human trafficking thrives in the dark shadows of poverty, desperation, discrimination, corruption, dashed hopes and broken dreams, deceit, trickery, violence, political conflict and criminality. The victim may be female or male, child or adult, any race or ethnicity, from a country in any region of the world. Poverty and the lack of economic opportunities provide fertile ground for traffickers. Often the families of victims are deceived, but sometimes a family member is complicit in the victim's fate. In other places where the economy has collapsed, education is no protection from vulnerability and may even create false illusions of opportunities abroad. Political instability, community-sanctioned discrimination, corruption and weak rule of law shelter those who play by their own rules of deceit, trickery, and criminality. Violence in the community, crises in the home, and the low value placed on women and children can push many into the arms of waiting traffickers.

Gender inequality and gender-based violence influence the patterns of vulnerability, recruitment, and control of trafficking victims. They keep victims silent and unable or unwilling to testify. They affect victims' experience at border crossings, and victims' interactions with law enforcement, prosecutors and judges, even health providers and legal advocates. In some societies, particularly in Asia, girls feel a sense of gratefulness to and responsibility for their parents, which may lead them to accept their lot in life even if they are trafficked into com-

mercial sexual exploitation. Gender-based violence and the commodification of women and girls destroy self-esteem and can result in psychological, emotional, and physical harm. An employment agency, travel operator, or marriage broker offering the promise of a job, a great adventure, a new life can be used to lure vulnerable women and men, boys and girls into commercial sexual exploitation, forced labor, debt bondage, or domestic servitude.

**THE EPIDEMIC OF MODERN-DAY SLAVERY** The magnitude of this modern-day slavery is difficult to calculate. According to 2004 U.S. Government data on transnational trafficking, of the estimated 600,000 to 800,000 men, women and children trafficked across international borders each year approximately 80 percent are women and girls and up to 50 percent minors. The data also showed that the majority of transnational victims are trafficked for commercial sexual exploitation. The number of individuals who are trafficked within their own countries would add significantly to these figures.<sup>1</sup>

**COMMERCIAL SEXUAL EXPLOITATION AND SEX TOURISM** Due in part to the increasing demand for sex tourism in many places, women and children are most often trafficked into prostitution and pornography. The demand for sex with virgins in some regions means that younger and younger children are being trafficked and prostituted. For its victims, the impact of commercial sexual exploitation is devastating and may be permanent. It includes HIV infection and other sexually transmitted infections, health consequences of physical abuse, psychological trauma, and the stigma of sexual abuse. These all create incredible challenges for the victims' return and reintegration.

**FORCED LABOR, DEBT BONDAGE AND INVOLUNTARY SERVITUDE** The International Labor Organization (ILO) estimates that there are 12.3 million people enslaved in forced labor, bonded labor, forced child labor, sexual servitude, and involuntary servitude at any given time.<sup>2</sup> Traffickers use force, fraud or coercion to exploit a person for involuntary servitude, debt bondage, or forced labor. South Asia is rife with traditional bonded labor in which people are enslaved from generation to generation. Many low-skilled laborers and economic migrants trafficked to more prosperous and

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1. Trafficking in Person's Report, Department of State, Office to Monitor and Combat Trafficking in Persons, June 3, 2005

2. "A Global Alliance against Forced Labour: Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work 2005" (International Labour Conference, 93rd Session 2005, Report I (B). Geneva. International Labour Office, 2005.

developed places remain in captivity under threat of physical and verbal abuse, harm to their families, and threats of deportation. Domestic workers may be trapped in servitude through abuse. The tradition in many African countries of “fostering,” whereby a poor child is placed with a wealthy family to receive an education, can be used by traffickers to deceive families into sending a child into an exploitative situation. In Haiti, the children sent to other families are called “restaveks.” In Latin America, poor families may send a child to work on a plantation. Children are targeted by traffickers in South and Southeast Asia to fill the demand for child prostitutes, domestic servants, beggars, and sometimes camel jockeys.

### **VULNERABILITY BORN OUT OF WARS, CONFLICT, AND NATURAL DISASTERS**

Wars, conflicts and natural disasters can increase the risk of being trafficked. Wars often raise demand for sexual services that especially endanger women and girls. Conflicts as far apart as Uganda and Bosnia had the common theme of male combatants trafficking not only in weapons, but in sex slaves as well. The environment of violence in conflict areas often breeds or brings with it gender-based violence. Wars and conflicts increase the need for soldiers, putting men and boys at risk for forced conscription but also contribute to use of trafficked women among military forces. Poorly financed factions may secure free labor through abduction and kidnapping. The chaos of natural disasters like the December 2004 South Asian tsunami and the 2005 Pakistan earthquake exacerbates the conditions that make individuals vulnerable to traffickers.

**U.S. GOVERNMENT LEADERSHIP IN ANTI-TRAFFICKING** The U.S. Government has been at the forefront of efforts to stop trafficking in persons throughout the world. In a September 2003 address to the UN General Assembly, President Bush announced a \$50 million special initiative, to assist women and children who have been victims of trafficking. The initiative supplemented existing U.S. Government efforts to combat trafficking through prevention, protection, and prosecution. Descriptions of USAID activities under the Presidential Initiative are highlighted in boxes throughout the text.

Congressional legislation mandates the State Department’s annual Trafficking in Persons (TIP) report, which documents the efforts of governments worldwide to combat severe forms of trafficking in persons. The report includes determinations about whether a country is a source, transit, or destination for a significant number of victims of severe forms of trafficking, and describes efforts to enforce laws against trafficking, protect victims, and prevent trafficking. As a result of this reporting, countries are placed on Tiers I, II, II

Watch List or III. Countries on Tier III are subject to sanctions on the provision of non-trade related and non-humanitarian aid from the U.S. Government. The Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA) requires the U.S. Agency for International Development (USAID) to conduct a study on trafficking in conflict zones and a study and pilot projects on residential rehabilitation.

## **USAID: A KEY PLAYER IN COMBATING TRAFFICKING**

USAID has a critical role in the U.S. Government's fight against trafficking in persons. Over the past five years USAID has supported anti-trafficking activities in more than 70 countries tailored to the conditions of the country. Most prevention programs combine awareness raising and education, employment, and income generation. Protection programs include training and other support for local providers of victim services, as well as direct support for shelters. To improve prosecution of traffickers, USAID provides anti-trafficking training for law enforcement and the judiciary.

USAID support for anti-trafficking activities in 2005 totaled \$21.34 million, of which \$15.18 million was from USAID resources and \$6.16 was from the President's Anti-Trafficking Initiative. African countries received \$2.2 million; Latin American and Caribbean Countries received \$7.58 million (including \$6.16 million from the President's Initiative); \$3.4 million went to countries in Asia and the Near East; and, countries in Europe and Eurasia received \$7.86 million. The Office of Women in Development (WID), which coordinates USAID's anti-trafficking efforts, provided \$300,000 in world-wide technical assistance as well as contributing to activities in Madagascar and Nepal.

# USAID's Anti-Trafficking Activities

# USAID Anti-Trafficking



# Assistance 2001-2005



# USAID's Regional Anti-Trafficking Activities

## **AFRICA**

In 2005, USAID provided \$2.2 million to anti-trafficking activities in Benin, Democratic Republic of Congo (DRC), Ethiopia, Madagascar, Mali, Mozambique, and Uganda, in addition to the substantial ongoing Presidential Initiative activities in Sierra Leone.

### **BENIN: PROVIDING LIVELIHOOD ALTERNATIVES FOR WOMEN AND CHILDREN AND MONITORING TRAFFICKING**

Beninese children are trafficked to neighboring countries for prostitution and forced labor. Children are also internally trafficked and forced to work in construction, commercial enterprises, the handicraft industry, and roadside vending. Traffickers have taken advantage of the traditional practice of placing poor children with wealthy families, usually relatives, for care and education, and instead sell the children for labor and sexual exploitation. USAID/Benin will conduct a baseline study of trafficking, strengthen government surveillance and monitoring capacity, refer and reintegrate victims, and raise awareness about the extent of trafficking and its impacts on women, children, and families. USAID/Benin's child anti-trafficking activity provides: (i) institutional and operational support to the Ministry of Family, Social Protection and Solidarity; (ii) assistance for local civil society organizations in the development and implementation of income-generating and literacy programs in target rural areas; and (iii) livelihood alternatives for Beninese young women and children who may be vulnerable to traffickers.

### **DEMOCRATIC REPUBLIC OF THE CONGO: SUPPORT FOR ABDUCTEES AND DEMOBILIZED EX-COMBATANTS**

The vast majority of human trafficking in the Democratic Republic of the Congo (DRC) occurs in regions outside of the transitional government's control, in the northeast and east. Armed groups continue to abduct and recruit Congolese men, women and children to serve as laborers, porters, domestics, combatants, and sex slaves. The DRC government estimates that 30,000 children are associated with armed groups within the country. USAID/DRC supports the reintegration of abductees and dependents into communities and sensitization of demobilized ex-combatants on the impacts of gender-based violence.

### **ETHIOPIA: RETURN AND REINTEGRATION ACTIVITIES**

Young Ethiopian women are trafficked to Djibouti and the Middle East for involuntary domestic labor, and sometimes commercial sexual exploitation. Some men are trafficked for exploitation as low-wage laborers. Both children and adults are trafficked internally from rural to urban areas for domestic labor, and are sometimes forced into activities such as street vending. USAID is expanding its return and reintegration activities, and working to strengthen government and civil society capacity for legislative reform, protection, and prosecution.

#### **The President's Anti-Trafficking Initiative: Sierra Leone**

In the aftermath of recent brutal warfare, Sierra Leone has no reliable estimates of the magnitude of trafficking in persons. Anecdotal evidence indicates that women and children are trafficked internally to Freetown and from neighboring countries for involuntary domestic servitude, street labor and commercial sexual exploitation. Children are trafficked from rural areas to the capital with false promises that they will be sent to school, but instead are forced to work on the streets. There are also reports of trafficking for debt bondage and sexual exploitation in the diamond mines in the interior of the country, and trafficking abroad. USAID's activity established a multi-sectoral, interagency partnership to raise awareness of gender-based violence and torture; including issues of sexual violence and trafficking and established the processes necessary to give traumatized populations access to quality mental health care. Progress includes: 1) 1,605 direct counseling sessions for 145 gender-based violence clients and 300 counseling sessions for 30 women's associations of survivors of trauma, torture and trafficking; 2) training to respond to and prevent gender-based violence, war trauma, and trafficking in persons for 30 community groups (565 women, 200 youth and 60 local leaders) and 60 staff recruited from five collaborating service providers; 3) 230 hours of radio broadcasts of trafficking related programs; 4) 36 programs related to gender-based violence and trauma aired on radio Moya in local languages. Twenty episodes of war trauma response procedures and peace-building also aired.

### **MADAGASCAR: STRENGTHENING LOCAL NGOS**

In Madagascar, children are trafficked internally for the purposes of sexual exploitation and forced labor. In the capital, children are recruited under false pretenses for legitimate employment in coastal cities as waitresses and domestic servants, but then are forced into prostitution. USAID activities are strengthening the capacity of local civil society organizations to prevent trafficking, raise awareness of the issue and promote policy reform.

### **MALI: RADIO DRAMA CARRIES ANTI-TRAFFICKING INFORMATION**

Mali's extensive borders and scarce government resources limit progress in combating trafficking in persons. Children are trafficked to the rice fields of central Mali, boys are trafficked to the mines in the southeast, and girls are trafficked for involuntary domestic

servitude in large cities. Children are also trafficked to neighboring countries. USAID continues to support an existing serial radio drama program designed to disseminate information on the risks of trafficking in persons.

#### **MOZAMBIQUE: NATIONAL ANTI-TRAFFICKING WORKING GROUP**

Mozambique is a source country for women and children trafficked for sexual exploitation. Mozambican women are recruited with promises of lucrative jobs in South Africa and then sold to brothels, or as concubines to mine workers. The USAID Mission in Mozambique is building on a WID Office-sponsored Women's Legal Rights Initiative to support a new anti-trafficking working group, raise public awareness, train judges, and support legislative reform. The anti-trafficking inter-agency working group includes representatives from the Ministries of Interior, Women and Social Action, Justice, and Health.

#### **UGANDA: PROTECTING VULNERABLE CHILDREN AND REINTEGRATING ABDUCTEES**

Armed conflict in northern Uganda and the spread of attacks in eastern Uganda by the "Lord's Resistance Army" have displaced more than 1.4 million persons. The United Nations Children's Fund (UNICEF) estimates that more than 12,000 children have been abducted since 2002, to be used as soldiers, cooks, porters, and sex slaves. In an effort to stay safe, children in affected areas leave their villages at night and walk long distances to sleep in the safety of nearby towns. In the last two years 7,329 former abductees have been rescued. The Ugandan People's Defense Force's Child Protection Unit operates two centers that receive, debrief, process and assess the medical needs of former child soldiers before referring them to NGO-run reintegration centers. USAID provides direct financial support to child centers in three war-affected districts.

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

USAID activities fight trafficking in Bangladesh, Cambodia, India, Indonesia, Nepal, the Philippines, and Sri Lanka. In 2005, \$3.4 million was devoted to anti-trafficking activities in the region. In Cambodia, India and Indonesia, USAID is also implementing activities under the President's Anti-Trafficking Initiative. In partnership with the Department of State, USAID missions manage a number of anti-trafficking activities in several countries.

### **SOUTH ASIA REGIONAL: RETRAINING JOBLESS GARMENT WORKERS**

The USAID South Asia Regional Program works with women at risk of trafficking in Bangladesh, Nepal and Sri Lanka to provide employment-linked skills training for female textile and garment workers left jobless by the December 2004 termination of the Multi-Fiber Arrangement. Based on two rapid assessments, the program will provide skills and vocational training programs to 3,000 women to meet current market needs.

### **BANGLADESH: ORGANIZING COMMUNITY WATCH GROUPS, PUBLIC INFORMATION CAMPAIGNS AND CAPACITY BUILDING**

Bangladesh continues to face a large trafficking problem, which is compounded by pervasive poverty, weak government structures, and corruption. Women and girls are trafficked for sexual exploitation, involuntary domestic servitude and debt bondage. Boys are generally trafficked to the Middle East for forced work as beggars or in debt bondage. Internally, women and children are trafficked from rural areas to urban centers; some young boys are trafficked into forced servitude in the fishing industry. USAID supports on-going and new activities including: (i) a country-wide program to organize and train community watch groups of local opinion leaders, local officials and law enforcement agencies, including the police; (ii) development of strategies, policies, and outreach tools to prevent trafficking; (iii) strengthening local capacity to care for and treat victims of trafficking, including safe shelter, health care, psychological counseling and training in livelihood options; and, (iv) targeted training and awareness-raising to help prepare police to identify and intervene in trafficking operations. A community mobilization activity involving religious leaders in anti-trafficking awareness building has expanded to 20 new districts highly prone to trafficking. USAID/Bangladesh continues to work closely with the Ministry of Home Affairs to follow up on national strategies for attacking human trafficking and to track the results of the government initiatives.

USAID/Bangladesh also supports public information campaigns and capacity building of local organizations. Local governments have been actively included in anti-trafficking efforts, with community and local officials included in training. Local radio and TV spots, posters and other informational materials have been produced and disseminated. USAID helped with a nationwide trafficking prevention campaign that developed multimedia communication approaches used in 18 districts in Bangladesh. Support continued for protection and legal action against women and child trafficking with ongoing work to collect legal information on trafficking cases and provide support to victims. Public prosecutors, lawyers, and Bar Council members will be trained. USAID supported

**The President's Anti-trafficking Initiative: Cambodia**

USAID is combating trafficking under the President's Initiative through improved prevention, protective services and reintegration support. This program provides sub-grants and technical assistance to 19 local NGOs and manages some projects directly. The program's goal is to reduce the vulnerability of women and girls by expanding and enhancing the range of preventive and protective services available to them while supporting the prosecution of traffickers. Through local NGOs, support is provided to shelters, vocational training, job placement, and legal services. The effort raises public awareness of trafficking, promotes safe migration; and supports law enforcement and prosecutorial activities.

a series of cross-border dramas between India and Bangladesh, and a Road March that included performances by popular TV and cinema artists, popular drama, and folk songs.

**CAMBODIA: SUPPORT FOR PREVENTION, PROTECTION, AND REINTEGRATION SERVICES**

Cambodia is a source, transit, and destination country for trafficking. A significant number of women and children are trafficked to Thailand and Malaysia for labor and commercial sexual exploitation. Men are primarily trafficked to Thailand for labor exploitation in the construction and agricultural sectors, particularly the fishing industry. Cambodian children are trafficked abroad to work as street beggars. Vietnamese women are trafficked to Cambodia for sexual exploitation.

With USAID assistance, the International Organization for Migration (IOM), in conjunction with the Ministry of Women's Affairs, conducts information campaigns in 18 provinces to raise awareness of the dangers of trafficking. IOM has also fostered village-based community information networks, similar to "neighborhood watch" programs in the United States, to fight trafficking. IOM is building a counter-trafficking database to gather and analyze data pertinent to fighting trafficking and aid in the development of more effective counter-trafficking policies in Cambodia.

**INDIA: WORKING WITH RELIGIOUS LEADERS TO ADDRESS TRAFFICKING IN RURAL AREAS**

India is a source, transit and destination country for women, men and children trafficked for sexual and labor exploitation. India is home to millions of victims of forced or bonded labor. Indian men and women are trafficked into involuntary servitude in the Middle East; children are forced to work as beggars or camel jockeys; and women are trafficked mostly for sexual exploitation. USAID supports the religious leaders program of the

UN Development Fund for Women (UNIFEM), an effort begun in 2004 to involve religious leaders at the grassroots level in addressing issues related to violence against women and trafficking in rural communities. An alliance of religious leaders from different faiths (Hindu, Muslim, Buddhist, Sikh and Christian) was built and the development of an Inter-Faith Religious Leaders Forum facilitated. The forum has brought together religious leaders from all faiths to promote and protect the rights of women and children. Started in Bihar (India), the forum is now being expanded to other states in India as well to Nepal and Bangladesh.

**MONGOLIA: INCREASING THE QUANTITY AND UTILIZATION OF TRAFFICKING DATA, AND DRAFTING OF ANTI-TRAFFICKING LEGISLATION**

In 2006, the Ministry of Foreign Affairs and the criminal police estimated that hundreds of Mongolians had been trafficked within Asia and overseas. Women are trafficked abroad for commercial sexual exploitation, and men taken overseas face exploitation and involuntary servitude.

USAID will continue its support, through The Asia Foundation, to increase public awareness in order to reduce recruitment of at-risk and vulnerable populations for commercial and sexual exploitation. The Asia Foundation will improve collection and analysis of trafficking data and strengthen the capacity of government and NGOs to serve trafficking victims.

**NEPAL: STRENGTHENING PREVENTION, REHABILITATION AND REINTEGRATION SERVICES**

Nepal is a source country for girls and women trafficked to India for commercial sexual exploitation, domestic servitude, forced labor, and work in circuses. Reports indicate that internal trafficking is on the rise due to the Maoist insurgency as rural women and children leave their homes and seek employment and security in urban centers. USAID continues to support anti-trafficking activities that strengthen prevention, rehabilitation, and reintegration services, including those of internally displaced young women and children who are vulnerable to trafficking and exploitation.

**The President's Anti-Trafficking Initiative: India**

USAID has three programs in India under the Presidential Initiative, the Victim/Witness Protection Program in Goa and Mumbai, the Cross-Border Program, and the Sex Tourism Prevention Program in Goa.

The Mumbai Municipal Government is participating in the Victim/Witness Protection Program with the assistance of NGOs in Mumbai and Goa.

The Goa Sex Tourism Prevention Program is developing a "safe tourism" policy and has begun community awareness activities.

**The President's Anti-Trafficking Initiative: Indonesia**

USAID's two year anti-trafficking program has resulted in 33 funding and technical assistance agreements with local organizations for activities including: production of a ground-breaking Video Training & Campaign Kit; trainings of facilitators from government and non-government institutions and significant victim service efforts. Included is a major effort to help the Indonesian women's crisis center Rifka Annisa become a leading provider of media and technical assistance to other institutions around the country that provide services to assist trafficked persons. Ongoing technical assistance is provided to the government, national legislators, and active civil society advocacy groups on the Anti-Trafficking Bill. Resources under the President's Initiative support media outreach through continued assistance to the National Spokesperson for the Campaign to Eliminate the Trafficking of Women and Children. Finally, support continues to five district level and one provincial level Anti-Trafficking Task Force in key transit areas.

The 'Combating Trafficking of Women and Children in Nepal' project implemented through The Asia Foundation trained over 35,000 individuals on issues related to trafficking and reached over 400,000 people through community-generated activities. Over 10,000 survivors of violence were counseled. Out of the 537 girls at risk of trafficking and survivors trained on vocational skills, 70 percent have been gainfully employed. USAID/Nepal will focus on prevention of trafficking through life skills and vocational training for at-risk girls and survivors and internally displaced young women; training on safe migration for potential migrants; protection through cross-border monitoring for effective interception, rescue, and repatriation; safe houses for successful reintegration of survivors; and, education for law enforcement agencies to help maintain human rights standards while dealing with internally displaced young women and returnees susceptible to exploitation and trafficking.

**PHILIPPINES: STRENGTHENING LAW ENFORCEMENT AGAINST TRAFFICKING, RIGHTS-BASED SUPPORT IN ANTI-TRAFFICKING HALFWAY/SAFE HOUSES**

The Philippines is a source, transit, and destination country for men, women and children trafficked for sexual exploitation and forced labor. Endemic poverty, a high unemployment rate, a cultural propensity towards migration, weak rule-of-law, and sex tourism all contribute to significant trafficking activity. USAID funds an anti-trafficking component of the rule of law project to strengthen the effective enforcement of the law against trafficking and increase the chances of successful prosecution. The activities build the capacity of officials involved in handling trafficking cases and the delivery of services to witnesses and victims. Additional support will continue and expand training of prosecutors and judges who are currently handling trafficking in persons cases. Assistance will go to the Roadshow Against Human Trafficking Initiative, a social mobilization and skills training campaign in trafficking

hotspots. The project will develop, produce, and distribute an anti-trafficking handbook/ bench book to all regional trial court judges; support the implementation of the Trafficking in Persons National Prosecution Strategy; and conduct a study tour for prosecutors and enforcers to countries with successful anti-trafficking prosecution programs.

USAID/Philippines supports Visayan Forum Foundation to work with local partners to (i) protect the rights of victims of trafficking, especially women and children; (ii) build capacity and facilitate synergy among partners inside strategic ports and in trafficking hotspots for interception, investigation, and prosecution of traffickers; and (iii) mobilize local and national efforts for more effective prevention activities and anti-trafficking policy advocacy. Focus will be on the Batangas Halfway House and the Manila Safe House and on building the capacity of four anti-trafficking task forces in the hotspots of Dumaguete, Cebu, Zamboanga, and General Santos.

#### **SRI LANKA: RAISING AWARENESS OF THE RISK OF TRAFFICKING IN TSUNAMI-AFFECTED AREAS**

Sri Lanka is a source country for women and children trafficked internally and abroad for coerced labor and sexual exploitation. Boys and girls are victims of sexual exploitation by pedophiles in the sex tourism industry. As part of its response to the South Asian tsunami, which increased the vulnerability of its survivors to trafficking, USAID/Sri Lanka supported efforts to raise awareness of the risk of trafficking in tsunami affected areas and to build the capacity of civil society, relief organization and government employees to address trafficking in persons issues. Geneva Global provided 100 percent matching funds for a \$1.5 million Global Development Alliance grant that will provide small grants to indigenous NGOs and community-based organizations to prevent human trafficking and to combat child sex tourism.

## **EASTERN EUROPE AND EURASIA**

In 2005, USAID anti-trafficking programs in the Europe and Eurasia region totaled \$7.9 million and covered 15 countries.

### **ALBANIA: COORDINATING EFFORTS OF CIVIL SOCIETY AND GOVERNMENT**

One of the poorest countries in Europe, Albania continues to be a source country for trafficked men, women, and children to Greece and Italy, and beyond. Albanian women and girls are often victims of trafficking for prostitution. They may be duped into false marriages. Family members and friends of victims sometimes cooperate with the traffickers. The USAID Mission developed The Albanian Initiative: Coordinated Action Against Human Trafficking, a comprehensive approach engaging civil society and government in the fight against trafficking. The primary activity strengthens the capacity and participation of civil society for trafficking prevention and assistance and reintegration of trafficking victims. Twenty-three sub-grants have been awarded to local and international NGOs to improve programs and services and provide better coordination with government counterparts to improve outcomes.

Albanian children, especially ethnic Roma and Egyptian, continue to be trafficked internally and abroad, for forced begging. The USAID Mission in Albania has supported the child protection work of the NGO Terre des Hommes, one of the pioneers in fighting child trafficking in Albania. The Transnational Action against Child Trafficking program focuses on identification of at-risk children; provision of social and educational assistance to marginalized children and families in need; and assisted voluntary return and reintegration of children who have been trafficked internally and to neighboring countries, primarily Greece. This effort includes ongoing monitoring of cases and trends in child trafficking; and coordination of child anti-trafficking efforts within Albania and across its borders.

### **BELARUS: TARGETING VULNERABLE WOMEN**

Belarusian women and children are trafficked to Europe, North America, the Middle East, and Japan for sexual exploitation and forced labor; men are trafficked for forced labor, primarily to Russia. The porous borders with Russia and Ukraine allow the easy movement of people. USAID supports the work of IOM and Belarusian NGOs to raise awareness among vulnerable women, provide job skills and entrepreneurship training for at-risk groups, assist victim reintegration, and build NGO capacity and cross-border cooperation.

## **BOSNIA AND HERZEGOVINA: SHELTERS AND SAFE HOUSES FOR TRAFFICKING VICTIMS**

Bosnia and Herzegovina is a source, transit, and destination country for women and girls trafficked for sexual exploitation. Trafficked children, often ethnic Roma, are victims of forced labor. Many victims are trafficked throughout the former Yugoslav Republics and then back again in a seasonal transit pattern. The new USAID anti-trafficking project will continue to provide support for shelters and safe houses. Funding will be used for an emergency telephone line and reintegration assistance for trafficking victims.

## **CENTRAL ASIA: STRENGTHENING NGOS AND IMPROVING VICTIM SERVICES**

**Kazakhstan** is a source, destination and transit country for men, women, and children trafficked for sexual exploitation and forced labor. Persons from other countries in Central Asia, particularly Uzbekistan, are trafficked to Kazakhstan primarily for forced labor in construction and agriculture. Internal trafficking from rural to urban areas is also a problem. Trafficking abroad often involves small trafficking rings, employment and travel agencies, and marriage brokers. USAID supports awareness raising among vulnerable groups; job seeking and job skills training; crisis centers; shelters; and training for religious leaders, medical professionals and educators.

**Kyrgyzstan** is a source and transit country and to a lesser degree, a destination for forced labor trafficking. According to a study in 2004, 80 percent of Kyrgyz women trafficked abroad for sexual exploitation ended up in the United Arab Emirates. Internal trafficking occurs from rural areas to larger cities. The estimated 295,000 Kyrgyz migrant laborers who work illegally in Russia are vulnerable to trafficking as well. USAID supports 18 local NGOs implementing prevention activities and providing victim services in rural communities and regions.

**Tajikistan** is a source country for trafficking for sexual exploitation and forced labor, primarily to Russia, Kazakhstan, the United Arab Emirates, Turkey, and Saudi Arabia. USAID supports IOM's program in Tajikistan to develop an anti-trafficking information campaign.

**Uzbekistan** is a source country for women trafficked abroad primarily for sexual exploitation and men for labor exploitation in construction, agriculture, and the service sector. Internal trafficking occurs from rural to urban areas, and IOM has reported an increase in trafficked victims from the Fergana Valley. USAID supports IOM's anti-trafficking activities, which include the establishment of a new shelter, as well as prevention and prosecution efforts.

The President's Anti-Trafficking Initiative: Moldova

This project supports the establishment of a network of self-sustaining Social Integration Centers in regions outside the capital, operated by local NGOs. These centers will provide safe, affordable, supervised learning and living environments for young people who have been forced to leave state orphanages and boarding schools, and for the most vulnerable of returning trafficking victims. Residents will receive training, health care, and tangible work experience to prepare them for reintegration into their communities. As of February 2006, the first two Social Integration Centers for vulnerable youth in Ungheni and Carpineni had been opened. Construction designs of the buildings where the next four centers will be located are being completed.

### **CROATIA: WORKING WITH BORDER COMMUNITIES AND INCREASING KNOWLEDGE OF PROFESSIONALS**

Croatia is a transit country and, to a lesser extent, a destination country, for women and girls trafficked for sexual exploitation. Victims are generally trafficked from Russia, Serbia and Montenegro, Romania, Bosnia and Herzegovina and other parts of Eastern Europe to Western Europe. USAID/Croatia supports NGOs in selected border communities to work with local government authorities to raise public understanding of the risks of trafficking in their localities, to help make the crime more identifiable and subject to law enforcement, and to provide the public with information on where to turn when they detect cases of trafficking and want to prosecute traffickers and assist victims. There is also an effort to increase the knowledge of professionals who deal with trafficking issues thus strengthening the government's ability to stop cross-border trafficking and facilitating implementation of the new National Action Plan.

### **GEORGIA: RESPONDING TO INSTITUTIONAL WEAKNESS AND CORRUPTION**

USAID's anti-trafficking support is helping the Georgian government revise and implement its National Action Plan to Combat Trafficking. With USAID assistance, the government will be able to respond more effectively to institutional weaknesses and corruption that have hindered the previous government's anti-trafficking efforts. The program supports anti-trafficking legislation, public information campaigns, and legal assistance for victims through a national network of legal aid clinics.

### **MOLDOVA: ADDRESSING THE ECONOMIC ROOTS OF TRAFFICKING**

Women and girls are trafficked for sexual exploitation to the Middle East and European countries; men are trafficked for agricultural and construction work. USAID has a com-

prehensive approach to reducing the trade in human beings in Moldova, focusing on the economic roots of trafficking and improving access to employment within Moldova for young women and girls. The activity includes: victim assistance and support services; effective outreach; employment/strengthening linkages with concerned organizations; development of employment/business opportunities; and awareness enhancement.

#### **ROMANIA: PREVENTING TRAFFICKING OF VULNERABLE CHILDREN AND IMPROVING PROSECUTION AND LAW ENFORCEMENT RESPONSE**

Romania is a source and transit country for sexual exploitation and forced labor, including organized begging rings. Concerns remain about the vulnerability of street children. USAID/Romania works with NGOs to implement activities aimed at preventing vulnerable children from becoming victims of trafficking. Activities include life skills training and social/occupational services for children who leave state welfare institutions. A project implemented through the U.S. Department of Justice is working with the prosecution and judicial system on: (i) development of an improved referral system for trafficking victims; (ii) a conference on trafficking-related border issues with Bulgaria; (iii) a roundtable focused on improving trafficking statistics and on new developments in coordinating service for victims; (iv) equipment to allow for video testimony and improved victim witness protection; and (v) Romanian participation in a regional conference on forfeiture issues in trafficking cases.

#### **RUSSIA: PREVENTION THROUGH AWARENESS, JOB SKILLS, AND ECONOMIC ALTERNATIVES AND SUPPORTING RUSSIAN SHELTERS**

Russia is a major source of women trafficked globally for sexual exploitation, as well as a significant destination and transit country for labor and sexual exploitation from regional and neighboring countries. Trafficking of children and child sex tourism have both been reported, and internal trafficking from rural to urban areas continues. USAID supports the “Path to Success” program to inform and educate youth and their families in the Russian Far East about the dangers of human trafficking. The program supports two grants for NGOs. One grant raises public awareness to reinforce anti-trafficking messages and positive values needed to address the underlying causes of trafficking, and the second establishes NGO-Teacher partnerships to train teachers to integrate life skills, leadership, and self-esteem building topics to increase economic alternatives for young women. In the other parts of Russia, USAID supports training in leadership, job and entrepreneurial skills, and the creation of NGO networks to increase public awareness of human trafficking and to develop practical employment alternatives for women and girls and nine shelters for trafficking victims.

### **SERBIA AND MONTENEGRO: SUPPORTING SHELTER AND RELATED ASSISTANCE FOR TRAFFICKING VICTIMS**

Serbia and Montenegro is a source, transit, and destination country for women and girls trafficked internally and internationally for sexual exploitation. Internal trafficking of Roma children for forced begging is an ongoing problem. In Montenegro, USAID is equipping a local NGO, the Montenegrin Women Lobby, with the capacity to provide shelter assistance to victims. USAID supported the strengthening of Montenegro's institutional capacity to identify and respond to specific protection and assistance needs of trafficking victims through training for officials from the Ministries of Labor and Social Welfare, Health, and Education. USAID funded IOM's new public information activities targeting actual and potential victims, vulnerable groups, and local populations in areas most at risk for trafficking.

### **TURKEY: ASSISTING TURKISH AUTHORITIES IN ESTABLISHING A COMPREHENSIVE PROTECTION MECHANISM**

Turkey is a destination and transit country for women and children trafficked primarily for sexual exploitation, with most victims coming from Eastern Europe and the former Soviet Union. USAID supports IOM's program that includes NGO capacity building, training for law enforcement personnel, and assistance to Turkish authorities in establishing a comprehensive anti-trafficking mechanism.

### **UKRAINE: FOCUSING ON WOMEN AND CHILDREN 12-25 YEARS OLD**

Ukraine is primarily a source country for trafficking to Europe, the Middle East, and Russia. There are indications of an increase in internal trafficking for all forms of exploitation and a growing problem of trafficking in minors. USAID's program is designed to reduce trafficking in persons, primarily women and children 12-25 years old, by increasing awareness among government and community leaders, service providers and the general public, including at-risk groups; assisting victims and their rehabilitation; and strengthening coordination of national and regional programs.

## **LATIN AMERICA AND THE CARIBBEAN**

In 2005, the Latin America and Caribbean Bureau allocated \$1.4 million for anti-trafficking activities and received \$6.2 million from the President's Anti-Trafficking Initiative. In addition to the substantial ongoing Presidential Initiative activities in Brazil, USAID funded anti-trafficking activities in Central America, Brazil, Ecuador, Guyana, and Jamaica. Mexico is also a recipient of substantial funding from the President's Anti-Trafficking Initiative.

### **BRAZIL: ATRISKYOUTH PROGRAM**

Brazil is a source and destination country for trafficking for sexual exploitation and forced labor. Approximately 70,000 Brazilians, mostly women, are engaged in prostitution in foreign countries. Sex tourists target young Brazilians, particularly in the resort areas and cities of Brazil's northeast. The USAID/Brazil anti-trafficking program seeks to strengthen local capacity to provide appropriate health and psychosocial services to victims of trafficking in persons through the government-run, 1,400 site Sentinela network. Six thousand five hundred public agents have been trained, including social workers, psychologists, physicians, and teachers, to develop local operations plans and hold workshops to increase awareness of sex tourism and sexual exploitation of children and adolescents.

The President's Anti-Trafficking Initiative: Brazil

USAID supports training for law enforcement agents and professionals in the Brazilian judiciary system to improve investigative capacity and to increase prosecution rates of trafficking and sexual exploitation perpetrators. The initiative is also working in Brazil's border areas to develop models for transnational cooperation in trafficking prevention that will eventually lead to increased chances of dismantling international trafficking rings. Additional support will be given for shelter and support services for victims of trafficking.

### **CENTRAL AMERICA: TECHNICAL AND MANAGEMENT SUPPORT TO SHELTER NETWORKS**

USAID provides technical and management support to a network of existing shelters that train and educate victims of trafficking. The project coordinates government organizations, civil society, and international agencies across borders to create uniformity in trafficking prevention efforts and to strengthen the existing institutions that lead those efforts. Media representatives will be invited to visit shelters, to witness the training and education provided to victims of trafficking, and to produce stories that will better inform citizens concerning trafficking in persons. Some public information materials are being tailored for middle and high school students.

The President's Anti-Trafficking Initiative: Mexico

The trafficking problem in Mexico is complex and has strong links to organized transnational criminal networks and gangs. Many undocumented immigrants become trafficking victims and are exploited along the Guatemala and U.S. borders. In addition to cross-border trafficking, thousands of children, mostly Mexicans and Central Americans, are victims of internal trafficking for commercial sexual exploitation. Mexican Government estimates indicate up to 20,000 child victims. Women and children are trafficked into Mexico's sex tourism and sex trade. The President's Anti-Trafficking Initiative program that USAID/Mexico will implement in 2006 will provide shelter and emergency services in five areas identified by U.S. Immigration and Customs Enforcement (ICE).

**ECUADOR: IMPROVED DATA COLLECTION AND NEW ALLIANCES FIGHT TRAFFICKING**

USAID provides support to the local NGO No Mas Desaparecidos to collect national data about human disappearances. This NGO will work closely with and provide the data to Ecuadoran agencies combating trafficking in persons. The funds are used to (i) centralize data collection on missing persons; (ii) make the data readily available to the public via internet and telephone; and (iii) effectively use the collected information to locate missing persons and detect human trafficking activity.

USAID/Ecuador and Geneva Global, under the Global Development Alliance (GDA), are financing 19 organizations in prevention/education and protection. Geneva Global has been a key catalyst in the drafting and diffusion of Trafficking in Persons legislation which became law in June of 2005. Geneva Global funded-NGOs have trained over 50,000 people in trafficking in persons and attended to over 1,000 victims of trafficking and related crimes, such as sexual abuse with psychological, medical, and legal assistance. The NGOs are linking with Government of Ecuador institutions and the private sector forming over 25 alliances to create an integrated and coordinated effort to combat this problem at both the local and the national level.

Defensa de los Niños Internacional (DNI), an NGO supported by USAID/Ecuador, completed the first baseline study on commercial sexual exploitation in the city of Santo Domingo de los Colorados which has a population of over 350,000 inhabitants. DNI has also been instrumental in developing a model anti-trafficking ordinance that has been sent to the municipality for approval. In the City of Ibarra, DNI has developed a project to create a Control and Monitoring System database against Commercial Sexual Exploitation for Children and Adolescents to combat human trafficking at the local level. In conjunction with the municipality and local police, it will provide

statistics to help assist police to track trafficking cases. USAID/Ecuador has helped anti-trafficking NGOs obtain much-needed equipment.

**GUYANA: SHELTER FOR TRAFFICKING VICTIMS, TRAINING POLICE AND COMMUNITY MEMBERS, AND RAISING PUBLIC AWARENESS**

Much of the trafficking in Guyana involves AmerIndian girls and takes place from hinterland communities to transportation and commercial nodes in coastal and hinterland areas for prostitution and involuntary domestic servitude. Girls are duped into prostitution with promises of employment as waitresses and bar attendants at coastal establishments and in gold and diamond mining areas; young men are exploited under forced labor conditions in timber camps. In Guyana, USAID is supporting: (i) provision of shelter to victims of trafficking; (ii) training of police and community members on how to combat trafficking in persons and enforce anti-trafficking legislation; and, (iii) intensification of public awareness efforts focusing on both perpetrators and victims.

**JAMAICA: SUPPORTING NGOS COUNTERING YOUTH TRAFFICKING**

The size of the trafficking problem in Jamaica is difficult to determine due to the underground and under-acknowledged nature of trafficking in the country. Victims often travel from rural to urban areas and to tourist centers where they are trafficked into prostitution, sometimes with the complicity or encouragement of their families. Jamaicans are also trafficked to the United States for forced labor. USAID/Jamaica supports four NGOs focused on countering the problem of young persons at risk of trafficking through counseling, literacy and numeracy, and skills training for 150 at risk young persons. Three target groups have been identified: (i) youth currently unaffected by the trafficking problem, (ii) youth who have dropped out of school or are on the verge of dropping out; and (iii) youth perceived to be “on their own.”

# Conclusion

For the past five years, the U.S. Government has led a concerted international effort to combat trafficking in persons. The issue is now recognized as an abuse of human rights on a global scale, with governments, non-governmental organizations and international organizations engaged in the fight. Education about the issue, protection for victims and prosecution of traffickers has increased.

We can be proud of what we have done so far. Yet, serious challenges remain.

First, there are still significant trafficking problems within individual countries exacerbated by corruption, weak rule of law, poverty, conflict, natural disasters, and lack of political will to tackle the problem. USAID continues to work on these issues as they affect trafficking directly, while ensuring that our anti-trafficking efforts are strengthened or reinforced by the other development programs we are funding.

Secondly, the illicit, underground, and shifting nature of trafficking itself makes it difficult to know the extent of human trafficking both within countries and on a transnational scale. There is an effort within the U.S. Government to get better information and data on the extent of the problem.

Third, human traffickers shift locations, routes, and tactics as risks to them increase, often making it difficult for law enforcement to track and control trafficking in persons. This difficulty is compounded by the cross-border nature of the problem. USAID encourages regional networks and better information sharing and communication between organizations working to eliminate trafficking.

Finally, evaluating the effectiveness of anti-trafficking efforts is difficult because it entails trying to measure changes in the phenomenon without a baseline and trying to monitor the existence of an underground activity that is very mobile. In the future, USAID will put greater emphasis on innovative ways to meet the challenge of measuring impact.

Human trafficking degrades all humanity. Trafficking thrives on poverty, hopelessness, discrimination, greed, corruption, and weak rule of law. It is a transnational issue and a development problem that will not disappear on its own. USAID will continue to fight trafficking in persons in collaboration with other U.S. Government agencies, other donors, governments, and non-governmental organizations.



United States Agency for International Development  
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