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A Public Health Approach to Human Trafficking

Jonathan Todres

Georgia State University College of Law, jtodres@gsu.edu

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GLOBAL EYE ON HUMAN TRAFFICKING

A Bulletin of News, Information and Analysis on Trafficking in Persons
Published by the International Organization for Migration

Issue 12/April 2013

A Multidisciplinary Approach to Combat Forced Labour – Lessons Learned from Brazil

by Aurélie Hauchere Vuong, Special Action Programme to Combat Forced Labour
International Labour Office Geneva

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This study, published by the Special Action Programme to Combat Forced Labour of the International Labour Office, presents the issue of modern-day rural slavery in Brazil in all its complexity and the measures implemented by the Brazilian Government and social actors to combat it.

The ILO supervisory bodies, responsible for monitoring the application of ILO Convention No. 29 on forced labour, have been examining the issue of forced labour in Brazil since 1980. In 1989, 17-year old José Pereira Ferreira attempted to escape from gunmen holding rural workers captive in south Pará. Together with 60 other workers, he had been forced to work on an estate without pay, in inhumane and illegal conditions. This landmark case revealed the grave human rights violations to which many rural workers were subjected. In 1995 the Brazilian Government officially recognized the existence of forced labour in the country and started to take measures to eradicate it, beginning with the creation of the Special Mobile Inspection Group (GEFM), comprised of labour inspectors, labour prosecutors and Federal Police officers, whose objective is to investigate complaints of slave labour in situ, release workers and initiate the prosecution of offending estate owners.

Between 1995 and 2012, more than 44,000 slave workers were rescued by the GEFM inspection teams. In total, 77 million reais have been paid to these workers as compensation.¹ Most workers came from Maranhão, Piauí and Tocantins. Enslaved rural workers in Brazil are mostly men aged between 15 and 40, with very low levels of education (around 20% have never attended school). They are used to cut down native vegetation, raise cattle, plant and harvest crops and produce vegetable coal. They are often denied clean water, food prepared in hygienic conditions and adequate housing, and are prevented from returning home. They also suffer from verbal and physical abuse.

This publication explores the various forms of recruitment of rural workers, which determine

how victims are enticed into a situation analogous to slavery, and how forced labour links with other complex issues, such as poverty, deforestation in the Amazon region and unequal land distribution.

The Brazilian responses to the problem demonstrated real effectiveness throughout the years, engaging the Government, civil society and the business sector, in particular through the National Commission to Eradicate Slave Labour (CONATRAE).

One of the most innovative instruments is the so-called 'Dirty List' established by Decree No. 540/2004. This registry contains the name of employers (individuals or legal entities) caught exploiting workers in conditions analogous to slavery and is displayed on the public website of the Ministry of Work and Employment. These employers are monitored over the course of two years, after which they can be removed from the list, provided that they have not repeated the offence, and that all fines and all labour and social security compensations have been paid. No penalties are associated with the 'Dirty List'; however, many initiatives have been taken by public and private financial institutions, such as the Bank of Brazil, which refuses credit and other banking benefits to employers on the list.

At the request of the Government, the NGO Repórter Brasil, with ILO support, has studied the commercial relations of the rural properties included on the 'Dirty List' by tracking their products' supply chain, including sale and export. After a first study in 2004, a second study was carried out in 2007, mapping 170 estates and 300 enterprises. These studies have not been published but the results are useful information in the framework of the National Pact for the Eradication of Slave Labour.

The National Pact was signed in 2005 as a result of a multi-stakeholder initiative involving the Ethos Institute, Instituto Observatorio Social, the ILO and Repórter Brasil. The Pact is a voluntary commitment which has now been signed by about 200 enterprises, representing 20 per cent of Brazil's gross domestic product. The signatories commit to maintaining their supply chain free of forced labour; establishing commercial restrictions on enterprises that

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THE VIEWS OF IOM.



IOM • OIM

EDITORIAL

Dear Reader,

We're pleased to present you with another issue of the Global Eye on Human Trafficking.

This 12th issue contains a dual focus: First, we explore the role of the private sector in combatting trafficking in persons and other contemporary forms of slavery. To this end, we offer a brief overview of the evolution of the notion of corporate social responsibility: What are its origins? Why are private companies today increasingly concerned with it? And what is being done about trafficking? We're equally pleased to be able to present the transcript of an interview with Saskia Dieleman-Jamin, Compliance Manager at furniture manufacturer IKEA, on its corporate social responsibility approach, and how it is working to address the issue of trafficking in persons.

Second, we offer some reflections on trafficking in persons in conflict situations, and the impact of the Libya crisis on migration

patterns and the exacerbated risks being faced by migrants. I would encourage you to read, in particular, Simona Moscarelli's very interesting perspectives from the small Italian island of Lampedusa, and how trafficking trends have changed since the Arab Spring. We also look at the situation of Niger, which borders both Libya and Mali, two countries that have recently experienced conflict.

This 12th issue also looks at the efforts being made in the Americas to combat contemporary forms of slavery. Aurélie Hauchere Vuong, from the Special Action Programme to Combat Forced Labour of ILO, has provided this issue's cover story and gives a summary of the innovative work being done in Brazil to eliminate slave labour, including the creation of the so-called 'Dirty List.' We also hear from our own Chissey Mueller on the challenges being faced – as well as some of the successes reaped – by governments in the Caribbean in addressing trafficking among the islands. Moving away from the Americas, Issue no. 12 also looks at Turkey, a key destination country for victims of trafficking in its region, which is now looking more closely at demand-focused initiatives.

If you haven't yet heard of Walk Free, you will soon. In our NGO profile, CEO Nick Grono describes this new movement and the four-pronged approach it is pursuing to make a difference in the fight against modern slavery.

Has the spotlight shifted away from sex trafficking? I've heard this question asked, and so we conclude with an opinion piece by Dr. Sverre Molland from the Australian National University, who argues that the spotlight has not shifted, but broadened in a helpful way. See if you agree. We also offer an article on public health and trafficking by Dr. Jonathan Todres, a law professor at Georgia State University in the United States.

We hope you will find the issue relevant and informative, and that it will encourage those of you working tirelessly on this most intractable problem.

Jonathan Martens
Migrant Assistance Division
IOM Geneva

Corporate Social Responsibility and Human Trafficking: The Private Sector's Long Road to Fight Modern Slavery

by Nathalie Siegrist, IOM Geneva



Bangladeshi textile workers in Mauritius. © IOM 2008.

What role should private companies play in eradicating modern slavery? At no point in time has this question been as important as in this era of globalization. Over the past twenty years, in particular, multinational companies have been urged to strengthen their corporate social responsibility platforms and improve their business practices accordingly – often as a response to scandal. Despite the best efforts of some, however, global supply chains are regularly compromised by unethical labour practices, and many products available to consumers remain the result of trafficking and other contemporary forms of slavery.

Defining corporate social responsibility

The modern notion that private companies have certain responsibilities for the welfare of their workers developed most significantly during the Industrial Revolution (between 1801 and 1871), between the two World Wars (1919-1939) and in the current globalized era (since the 1990s). All have been periods of intense economic change and considerable social unrest.

Today, the notion that private companies have an obligation to behave not just legally, but ethically, is called 'corporate social responsibility' (hereafter, CSR). As a social construct, the notion of CSR is constantly evolving and definitions vary. In general, however, private companies tend to publicize their efforts by referring to five dimensions:¹

- Environmental: "We work for a cleaner world."
- Social: "We contribute to a better society."
- Economic: "We contribute to economic development."
- Stakeholder: "This is how we interact with our employees, suppliers, customers and the communities."

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¹ Alexander Dahlsrud, "How corporate social responsibility is defined: an analysis of 37 definitions," In *Corporate Social Responsibility and Environmental Management*, 15(1):1-13. Available from <http://onlinelibrary.wiley.com/doi/10.1002/csr.132/pdf>.

(Corporate Social... continued from page 2)

- Voluntariness: “We act beyond legal obligations, on a voluntary and ethical basis.”

In other words, CSR relates to the efforts of private companies to self-regulate for the social good.

Modern slavery in the time of globalization

According to Blowfield and Murray (see Figure 1), the inclusion of social, environmental and poverty considerations in business practices is a relatively new trend that started in the 1990s: “the unintended consequence of the market liberalization that was central to economic globalization is that business is being expected, as never before, to take action to rectify perceived weaknesses in markets on issues such as social justice and sustainability.”²

The increased public interest in multinational companies and their practices can be linked to a number of sweatshop scandals that made headlines around the world in the 1990s. Nike, Inc., for example, was accused of violating human rights and using child labour in its factories in Asia, which contributed to the formation of a massive anti-sweatshop campaign in the U.S. during the late 1990s and early 2000s.³

These events show that issues such as slavery do not go away and that the actual forms of human slavery are difficult to track, especially in a multinational context.

All industries are affected by modern slavery, but some seem more susceptible than others; examples of such industries include the following: agriculture (pickers are particularly exposed to exploitative work conditions),⁴ care and hospitality (domestic work in particular), construction (see the case of Belarus and Ukraine construction workers trafficked in Europe),⁵ fisheries (an increasing number of men are trafficked onto fishing boats in Southeast Asia),⁶ mining (electronic devices that require coltan, a mineral extracted mainly in the unstable eastern part of the Democratic Republic of Congo) and textiles (cotton is still harvested by children in Central Asia).⁷ In many cases, multinational companies discover that they are selling products that have been provided by an extended international network of suppliers which have further subcontracted

production to companies in countries with weak governance structures.

Abuses in multinational supply chains are fuelled by the growing number of people in need of work at home or abroad and the demand for cheap labour, and will continue to come to the public’s attention in the years to come. Migrant workers face particular risks of exploitation because they are often marginalized, have limited access to legal and medical services, and lack the protection provided by families and an extended social network. Even the way in which migrant workers are recruited exacerbates their vulnerabilities: They may be deceived with false job offers that distort wages and working conditions, and they are requested to pay often-exorbitant recruitment fees to middlemen. Once in the country of destination, their identification documents are often withheld; they may be physically abused or otherwise intimidated; and they may be unable to change jobs without compromising their legal status. For all these reasons, victims of human trafficking often remain invisible.

Beyond written codes of conduct

Evolving notions of corporate social responsibility and occasional scandals or risks of scandal have pushed multinational companies to attempt to strengthen their CSR platforms in the past 20 years. Codes of conduct are particularly popular and aim to signal a company’s commitment to honour a prescribed set of standards – standards which subcontractors are increasingly being asked to respect as well.

Although codes of conduct are important, corporate social responsibility cannot end with a signature if it is to be effective in the effort to eradicate slavery in all of its forms. Multinational companies must invest time and money to ensure compliance with these codes. The *California Transparency in Supply Chains Act*,⁸ for example, requires qualifying companies to detail and publicly disclose the nature and scope of their corporate compliance efforts to eliminate human trafficking, slavery and child labour from their global supply chains. All retail manufacturers/sellers with annual gross worldwide receipts exceeding USD 100 million that do business in California must improve their risk and compliance procedures to conform to the requirements of the act.⁹

In the same vein the White House issued an Executive Order in September 2012¹⁰ to

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² M. Blowfield and A. Murray, *Corporate Responsibility*, 2nd edition (Oxford, 2011).
³ For related information, visit www.rtg.hu/about-csr.php, www.nytimes.com/1996/06/10/opinion/in-america-nike-s-pyramid-scheme.html, and <http://pqasb.pqarchiver.com/washingtonpost/access/29399659.html?FMT=ABS&FMTS=ABS:FT&date=May+13%2C+1998&author=Frank+Swoboda&pub=The+Washington+Post&edition=&startpage=C.09&desc=Nike+to+Raise+Age+Requirement+for+Factory+Workers>.

⁴ Concrete examples of human trafficking behind some of the produce that we buy can be found on www.buyresponsibly.org or www.antislavery.org/english/what_we_do/antislavery_international_today/award/forced_labour_in_the_united_states_agricultural_industry.aspx.
⁵ International Organization for Migration (IOM), “Trafficking of men – A trend less considered. The case of Belarus and Ukraine” (IOM Research Series No. 36) (Geneva, 2008). Available from http://publications.iom.int/bookstore/free/MRS_36.pdf.
⁶ IOM, “Trafficking of fishermen in Thailand” (Geneva, 2011). Available from <http://publications.iom.int/bookstore/free/TraffickingofFishermenThailand.pdf>.
⁷ IOM, “An assessment of the exploitation of children and students during the 2011 cotton harvest in Tajikistan” Available from http://publications.iom.int/bookstore/free/Cotton_MonitoringReport_04_09_2012.pdf.

Figure 1: Evolutionary timeline of corporate social responsibility

	1930	1940	1950	1960	1970	1980	1990	2000
First corporate responsibility texts	█							
New Deal and welfare state	█	█						
Nationalization (Europe), state enterprise (former colonies, Communist Bloc); post-war consensus (USA)		█	█					
Return of business and society debate				█				
Shift from responsibility of leaders to responsibility of companies					█			
Debate about nature of responsibilities					█	█		
Introduction of stakeholder theory						█	█	
Corporate responsibility as management practice (e.g. corporate social responsiveness)					█	█	█	
Environmental management							█	
Corporate social performance							█	
Stakeholder partnerships							█	█
Business and poverty								█
Sustainability								█

⁸ United States, Senate bill no. 657: An act to add Section 1714.43 to the Civil Code, and to add Section 19547.5 to the Revenue and Taxation Code, relating to human trafficking, *Bills and Resolutions of the House and Senate*, chapter 556 (2010). Available from www.state.gov/documents/organization/164934.pdf.

⁹ Ibid.
¹⁰ United States, Executive order No. 13627: Strengthening protections against trafficking in persons in federal contracts, United States Code of Federal Regulations (2012). Available from www.whitehouse.gov/the-press-office/2012/09/25/executive-order-strengthening-protections-against-trafficking-persons-fe.

(Corporate Social... continued from page 3)

strengthen the protections against trafficking in persons in federal contracts. The order includes prohibitions against fraudulent recruitment practices, confiscation or destruction of identification documents, and employee recruitment fees. It also imposes transparency measures to allow auditing of contractors' books and records and requires early reporting of potential problems.

It is also important to note that, whatever the measures, compliance with anti-trafficking standards cannot be reached without including training and capacity-building among suppliers: "At a recent conference on labour rights, a representative from a US-based apparel company noted: 'one of my Bangladeshi textiles' suppliers told me that his sustainability strategy is to stop supplying to Western markets. Instead, he plans to sell to Indian and Chinese companies where the demand is growing and where standards are less stringent.'"¹¹

Joint public and private efforts

Slavery in all of its contemporary forms cannot be addressed by private companies alone, but they have an essential role to play. International and civil society experts can help businesses develop tailor-made policies and mechanisms to monitor compliance and correct ineffective practices. Good practices already exist, but the challenge is to encourage their adoption and rigorously evaluate their application. To that end, business leaders can count on international initiatives such as the UN Global Compact, the leadership platform for the development of responsible and sustainable corporate policies, and practices that respect human rights: "With more than 8,500 signatories in over 135 countries, the UN

Global Compact is the world's largest voluntary corporate sustainability initiative."¹²

These corporate and legal initiatives are only the beginning of a long process towards the "institutionalization" of anti-slavery actions. In the meantime, we, as consumers, have the responsibility and influence to encourage transparency among business leaders and to support them in being proactive.¹³ □

Transparency Good Practice: PATAGONIA

Patagonia, an outdoor clothing and equipment brand, publishes supply chain information on an online site called Footprint Chronicles to make such information more accessible to the public. Information includes the number of employees at all of its cut-make-trim manufacturing sites and some of its textile mills, as well as the languages they speak.

Source: "The story behind the barcode: Apparel industry trends. From farm to factory, 2012," A report by Free2Work, a project of NOT FOR SALE (p.19)

Monitoring Good Practice: ALTA GRACIA

The Dominican factory Alta Gracia cooperates with the Worker Rights Consortium (WRC), an independent labour rights group. The WRC regularly visits the facility and an independent monitor speaks with worker representatives and conducts off-site worker interviews monthly. Grievances are discussed between the company and the consortium.

Source: "The story behind the barcode: Apparel Industry Trends. From farm to factory, 2012," a report by Free2work, a project of NOT FOR SALE (p.23)

Freedom of Association Good Practice: ASICS, NEW BALANCE, NIKE and PUMA

"In 2011 a handful of major sportswear brands signed an innovative freedom of association protocol with Indonesian trade unions and suppliers. By signing, the brands have made a laudable move toward embracing their responsibility to uphold the rights of the hundreds of thousands of workers in their Indonesian supply chains. The protocol outlines steps suppliers must take to facilitate workers' ability to represent themselves and bargain collectively. This agreement is unique in several ways. First, the international brands negotiated directly with local Indonesian trade unions. Second, the agreement is legally binding. These points are important since in global manufacturing, it is easy for brands to use the subcontracting system to avoid accountability to the workers producing their products. Third, the agreement outlines a concrete protocol."

Source: "The story behind the barcode: Apparel Industry Trends. From farm to factory, 2012," A report by Free2work, a project of NOT FOR SALE (p.27)

Good Policy Example: INDITEX

(includes brands like Zara, Massimo Dutti, etc.)

Inditex has signed an innovative framework agreement with the International Textile Garment and Leather Workers Federation (ITGLWF). The agreement aims at supporting the workers' rights to the freedom of association and collective bargaining. It was strengthened in 2010 with a Protocol of Action, which commits Inditex to working with the global trade union federation on compliance monitoring, training and union intervention. Inditex has signed to working to ensure living wages to even distant suppliers (direct suppliers, contractors, subcontractors and homeworkers).

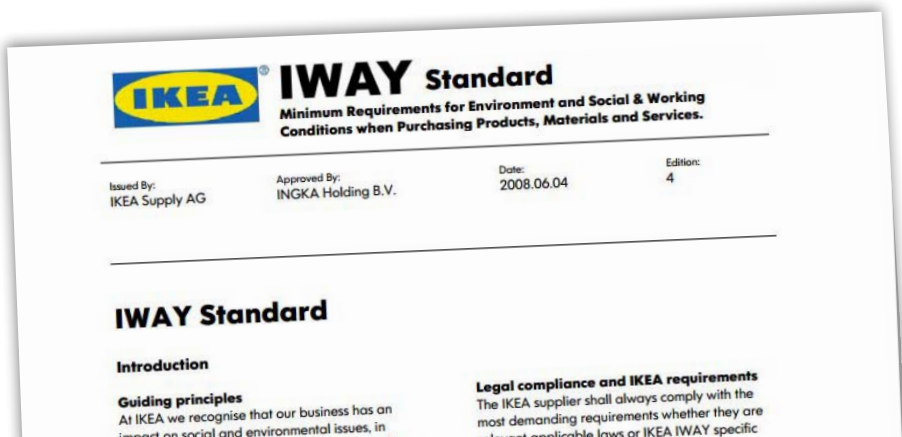
Source: "The story behind the barcode: Apparel Industry Trends. From farm to factory, 2012," a report by Free2work, a project of NOT FOR SALE (p.15)

¹¹ Sustainability, UN Environment Programme (UNEP), UN Global Compact (UNGC), "Unchaining value: Innovative approaches to sustainable supply" (Geneva, Sustainability, UNEP and UNGC, 2008) p.10.

¹² UNGC, "Corporate sustainability in the world economy," brochure. Available from www.unglobalcompact.org/docs/news_events/8.1/GC_brochure_FINAL.pdf.

¹³ Learn more about the IOM Buy Responsibly campaign at www.buyresponsibly.org.

Preventing Human Trafficking in Supply Chains: The Example of Ikea's Code of Conduct



IKEA's supply chain in figures (2012 data)

- 1,084 home furnishing suppliers
- 70 global food suppliers
- 600 IKEA national food suppliers
- 32 IKEA catalogue suppliers
- 769 indirect material and service providers
- 230 transport service providers (land and ocean)
- 120 transport service providers for customer delivery.

Source: www.ikea.com.

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The Swedish multinational IKEA equips millions of homes around the world with its low-cost furniture. Since its creation 70 years ago, the business has developed into one of the major multinational companies in the world, with around 27 billion EUR in annual turnover and the aim to double sales by 2020. Approximately 600,000 people in more than 50 countries work for companies supplying IKEA. The social and environmental challenges faced by the multinational company are therefore significant, which is why IKEA is currently strengthening its code of conduct for suppliers. Mrs. Saskia Dieleman-Jamin, Compliance Manager at IKEA Sweden, was kind enough to answer questions from IOM.

IOM: IKEA developed its own code of conduct for suppliers. What are the main components of this code in terms of forced labour and human trafficking prevention?

Saskia Dieleman-Jamin (SDJ): IWAY – the IKEA Way on Purchasing Products, Materials and Services is the IKEA Supplier Code of Conduct, and it applies to all home furnishing suppliers, as well as some other[s]. . . IWAY is based on the eight core conventions defined in the Fundamental Principles of Rights at Work ILO Declaration (June 1998) and the Ten Principles of the UN Global Compact 2000. . . In relation to forced labour and human trafficking prevention, the IWAY Standard has minimum requirements on the prevention of forced and bonded labour, meaning that there can be no forced, bonded or involuntary labour. In addition to this, there are other requirements, included in [the] chapters on employment contracts, discrimination and harassment abuse and disciplinary actions that during compliance audits help to look into the risks of forced labour and human trafficking prevention at our suppliers and/or service providers.

In addition to this, we have chosen to strengthen our minimum requirements on this topic going forward September 2013 with the release of our updated IWAY Standard. We have taken the following decisions: On the [one] hand, the chapter [on] Forced & Bonded Labour will be entirely placed in the IWAY Must Section, which are those requirements that must be secured before a supplier [is] considered for a business contract with IKEA. On the other hand, we will strengthen our minimum requirements on [the] recruitment of workers in order to create transparency in the recruitment processes of workers hired through agencies and/or coming from different countries.

IOM: What challenges did IKEA face in the past with forced labour among suppliers?

SDJ: IKEA auditors are located all over the world. They conduct announced and unannounced audits [of] suppliers, review action plans submitted by suppliers in cases of non-compliance, and conduct follow-up audits. They are fully up-to-date [on] the IWAY Standard, local legislation and the risks and

challenges in their region of work. Based on [these] they will spend more or less time to verify certain issues at our suppliers and/or service providers. . . The verification process is a combination [of] reviewing policies and documents at the suppliers, interviewing management and, most importantly, creating a trustworthy environment for the workers in which they can raise concerns.

Examples of challenges we have faced are, for example, countries in which it is common practice (and in some cases also legal) to require truck drivers to pay large deposits before starting to work; the increased usage of agencies for the recruitment of workers; or different rules and regulations for migrant workers [and] local workers. The increased use of recruitment agencies is something we see [happening] globally, and [this] could bring along risks and challenges if the recruitment process is not fully transparent. A lack of transparency will not make it possible to identify cases of forced or bonded labour.

IOM: Has IKEA had more challenges in some parts of the world than others? If so, why?

SDJ: The challenges we face differ per country. First of all, in some countries the IWAY requirements are stricter than local legislation. In these cases, we request our suppliers and/or service providers to comply with the IWAY requirements. Secondly, the increased occurrence of migrant labour will make the need for thorough verification of forced and bonded labour more and more important. We see these changes [happening] globally and they require us to stay continuously aware of these issues throughout our supply chain, [including] in Europe.

IOM: How do you monitor compliance among suppliers?

SDJ: Suppliers must comply with the IWAY Must (the first section of the IWAY Standard) before [the] start-up of business and have a total implementation time of 12 months from the date of starting the business agreement, to secure compliance with the entire IWAY Standard. After start-up, the suppliers are audited at least once every 24 months, whereas in high risk countries, and/or in cases of high-risk suppliers, this frequency is increased to, for example, once per year or more often if deemed necessary. The majority of the audits at existing suppliers are done unannounced to ensure the operations at the day of the audit reflect the reality. During FY12 (Editor's note: financial year 2012) 70 per cent of our audits were unannounced. These audits [were] done by IWAY auditors who are located globally.

In addition to this, the IKEA Compliance and Monitoring Group (CMG), which is independent from the auditors and business units, performs calibration audits to ensure that judgements by IKEA auditors are consistent globally and [that] results are accurate. The CMG group also manages the relationship with two external

third-party companies which perform a series of unannounced audits at IKEA suppliers to verify results and compliance to the IWAY Standard.

IOM: How does IKEA help suppliers reach compliance?

SDJ: Each organization has different activities in between the IWAY audits to support the supplier[s] and/or service providers to work towards or maintain compliance. These programs are developed either globally, nationally or regional, or [at the] industry level. [They range] from training programs for suppliers, to training programs for our own business team to ensure they have the proper knowledge to address IWAY-related issues during each and every visit [to] the supplier.

IOM: What are the consequences of serious non-compliance cases?

SDJ: Non-compliances identified during audits and/or business visits are followed up as below:

1. If areas of non-compliance are identified in audits at a supplier, an action plan is agreed with the supplier.
2. If a supplier does not comply with the 'IWAY Musts' at any time, deliveries are immediately stopped and corrective actions put in place.
3. If a supplier does not comply with other IWAY requirements during the follow-up audit, they have 90 days to correct any issues. If a supplier chooses not to correct all deviations within the agreed timeframes, the supplier is discontinued.

The business teams are closely involved in the follow-up process [for] non-compliances and support our suppliers and/or service providers where necessary. The final verification of the improvements is done by an IKEA auditor.

IOM: What is IKEA's strategy to prevent forced labour and human trafficking in the next years?

SDJ: The updated IWAY Standard, to be released in September 2013, will be the base for securing our work towards [the] prevention of forced and bonded labour in our supply chains in the coming years. In addition to this, our audit teams that are on the ground in the different countries are continuously staying up-to-date on [the] latest challenges in area[s] or regions that require specific attention in [terms of] our work with suppliers and/or service providers. It is a journey that we will do together with our suppliers and/or service providers and it will require dedicated and continuous focus. We will also engage with external organization[s] who can provide IKEA and our suppliers with knowledge, and tools to support us in the meeting our goals."

Our sincere thanks to Mrs. Dieleman-Jamin for taking the time to answer our questions. □



WALK FREE.ORG

by Nick Grono, CEO, Walk Free

Walk Free is a movement of people everywhere, fighting to end modern slavery. It has the ambitious, but critically important, goal of ending modern slavery – in every country and in all its forms – in this generation. While still a very new organization, Walk Free is creating a 21st-century solution to a 21st-century crisis. The four key pillars of our strategy include: 1) building a global movement, 2) generating and supporting business leadership, 3) filling information gaps through an index on slavery and 4) bringing new funding into the space.

Walk Free's global movement uses modern technologies and social media to raise awareness and demand action worldwide to fight conditions that enable modern slavery to exist. Our supporters mobilize fellow citizens, and pressure governments, businesses and communities to take action and shift away from cultural attitudes that tolerate modern slavery. This has already led to changes in corporate practices that have the potential to impact people's lives. For example, together with the Cotton Campaign, Walk Free secured

the agreement of Inditex (the parent company of international clothing retailer Zara) to join the Responsible Sourcing Network pledge to boycott cotton from Uzbekistan harvested by forced labour.

The global movement has earned one million supporters in February and is growing at a rate of several hundred thousand new supporters every month.

Walk Free strives to foster and support business leadership on this issue. Modern slavery will not be eradicated until business leaders ensure their supply chains are slave-free and energetically apply their resources to call governments, civil society and other businesses to join the fight. Walk Free is working with the world's business leaders – whether through business-to-business engagement in Myanmar or through the development of policy papers provided to businesses – to help them understand how they can play a role in ending modern slavery.

Critical gaps in information continue to hamper global and local efforts to address modern slavery. The Global Slavery Index will address the big information gaps about where modern slavery exists and what governments are doing to tackle it. The Index will identify the risk of slavery and its prevalence by country and then provide an ongoing record of the progress of the efforts to fight it. The first edition of the Index will be published in September 2013.

Finally, the fourth pillar of Walk Free's strategy will be the establishment of a Global Fund, to generate the resources needed to address slavery. This global funding initiative will bring governments, business and donors together to identify the best strategies to end modern slavery, and invest in scaling them up to achieve maximum impact.

For more information about Walk Free, please contact Fiona David at fiona.david@walkfree.org. □

COUNTRY FOCUS

New Phase in Turkey's Efforts to Combat Trafficking in Human Beings

by Meltem Ersan, IOM Turkey

Since the disintegration of the Soviet Union, human trafficking has emerged as one of the major transnational phenomenon affecting Turkey. Responding to the problem, the country has developed a comprehensive counter-trafficking policy and programme implemented by the Government.

Turkey's geographical location, its dynamic economy and political stability make the country an increasingly attractive destination for immigrants. Today Turkey receives people needing international protection, seasonal workers, highly qualified professionals, students and retired Europeans. Increasing numbers of irregular migrants also arrive in Turkey looking for employment opportunities, in addition to trafficked persons.

Governmental efforts to combat human trafficking

The national counter-trafficking policy became particularly active in 2002, when Turkey ratified a number of key international treaties, made the necessary revisions in national legislation, and established an inter-institutional coordination

mechanism by creating the National Task Force on Trafficking in Persons. Among other actions, the government introduced flexible arrangements for prolonged-residence permits to assist trafficked persons and opened shelters for trafficked women. The 157 Emergency Helpline was also created, in 2005, for trafficked persons and has helped to rescue 166 persons since then. The helpline was established and is managed by IOM and is intended to be handed over to the Government in the coming two years. In total, the Turkish authorities have been able to identify more than 1,300 trafficked persons between 2004 and 2012. The majority of them were sexually exploited women aged 18 to 25 and came mainly from the countries of the former Soviet Union.

Turkey recently conducted a self-evaluation of the effectiveness of its efforts in combating human trafficking. Identified good practices include consistent monitoring of the implementation of laws related to trafficking in persons, as well as training of the judiciary, which were both found to have increased the number of prosecutions. The Supreme Court



Emergency helpline campaign for trafficked persons, IOM Turkey.

of Appeals has also provided guidance to the judiciary by handing down more than 40 decisions related to various forms of human trafficking. The training of law enforcement officials have also improved the effectiveness with which human trafficking is investigated. Other good practices identified include partnerships with NGOs in assisting trafficked

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persons and the establishment and promotion of the 157 Emergency Helpline.

It was also found that some of the National Referral Mechanism's measures and cooperation mechanisms were no longer efficient. The evaluation demonstrated that issues such as root causes, particularly demand, as well as gender, labour and migration regulations, needed to be dealt with in a holistic way.

These conclusions have prompted the Turkish government to carry out a thorough reform of its migration policy. The aim is to establish a normative framework for an effective and human rights-based migration management system that responds to new migration dynamics and the varied needs of the country. These wide-ranging efforts also include drafting a new framework law, *Combating Human Trafficking and Protection of Trafficked Persons*. Complementing the new law, the Government also facilitated, in 2012, new registration and work permit procedures particularly focusing on undocumented domestic workers, in order to prevent labour exploitation and forced labour. Premiums were reduced and work permit procedures simplified, which resulted in an increase in the number of work permits issued; while only 422 work permits were issued for domestic workers in 2011, the regulation allowed for the issuance of 8,878 work permits in 2012. Inspections are carried out by the inspectors of the Ministry of Labour and Social Security and Social Insurances Institution to ensure that employers and foreigners comply with their respective obligations under the law.

Launch of the IOM 'Buy Responsibly' campaign in Turkey

The IOM 'Buy Responsibly' campaign has been implemented in several countries in Europe and will start in Turkey in 2013. The campaign aims at preventing trafficking in persons for forced and/or exploited labour by raising awareness on the link between everyday products and the exploitative conditions under which these goods may have been produced.

IOM will organize a communication effort in order to target the demand for unreasonably cheap or exploited labour in Turkey, as a destination country, where exploitation is more likely to occur. The campaign will encourage conscientious consumers to ask themselves 'What's behind the things we buy?' and thereby examine if everyday goods or services they buy are the results of trafficked, forced and/or exploited labour.

A Corporate Social Responsibility (CSR) conference will be held as well on migration issues that are often not incorporated into the CSR objectives of private companies (e.g., human rights and forced labour). The purpose is to establish partnerships between ethical consumer networks and private-sector companies with the aim to go beyond minimum standards. □

The Trafficking Dynamics in the Caribbean Region: How local authorities and stakeholders coordinate their efforts

by Chissey Mueller, IOM Port-of-Spain



Ten years ago, few Caribbean countries had a national law that criminalized human trafficking, cases on official record, hotlines or counter-trafficking units to assist victims and pursue traffickers. These days you would be hard-pressed to find a Caribbean country lacking any of these essential tools.

Attention to and action against human trafficking has grown significantly in the Caribbean. Stakeholders' efforts are now coming to fruition and there is a noticeable increase in the number of identified and assisted victims and the number of cases before the courts. For example, in 2004, IOM did not have a record of one victim of trafficking identified in the English- and Dutch-speaking Caribbean. As of 2012, IOM records indicate that stakeholders have identified and assisted more than 80 victims.

Caribbean stakeholders have made steady progress with developing screening methods and forms, as well as multi-agency referral mechanisms, while overcoming some very practical obstacles like limited human and financial resources for providing services, the lack of shelter facilities, and the absence of any real way to keep information confidential, because everyone knows everyone in small communities. Increasingly, stakeholders have been relying on national and bilateral cooperation to tackle such challenges.

It is becoming clearer that the region's trafficking dynamics mirror the world's most common methods of recruitment, deception, transportation, coercion and exploitation. For example, some Caribbean women were offered 'great' jobs through text messaging

and social networking websites, and ended up trafficked for sexual exploitation in another Caribbean country.

Some victims from South Asia and Eastern Europe were recruited, with the promises of a better life and more money, only to arrive in the Caribbean and be forced to labour in houses, factories, small retail shops or dance clubs. Some males were recruited from East Asia and Central America and trafficked as fishermen.

Also reflecting global dynamics, some victims have been trafficked within their own country.

Many of the victims who have been identified and assisted by IOM and its Caribbean partners have children, are between 20 and 30 years of age, have a debt because of the trafficking experience, and had no way to return home.

The Caribbean's small developing nation States may not have a scale of human trafficking that compares to other countries around the world, but the dynamics and stakeholders' responses to the crime are worthy of comparison.

And although the scale remains smaller, there are likely to be more victims to be identified and assisted and more traffickers to be prosecuted and convicted. The region's range of stakeholders, such as Antigua and Barbuda's Gender Affairs and Immigration Departments, Guyana's Ministry of Human Services and Social Security, Jamaica's specialized police unit and St. Maarten's ATIP Foundation, are dedicated and will persist in the fight by expanding their responses through action. □

Human Trafficking in a Crisis Context: Some Regional Repercussions of the North African Crises

by Jennifer Agis, IOM Geneva



national emergency, human trafficking in crisis situations have yet to receive adequate attention. The events in North Africa in 2011, particularly in Libya, where large numbers of migrants tried to escape the violence, shed light on the higher levels of risks and vulnerabilities facing migrants in such situations. Migrants from sub-Saharan Africa were specifically targeted by the warring factions, with hundreds being imprisoned or killed for being ‘mercenaries,’ with little evidence aside from the color of their skin. Taking advantage of their precarious circumstances, trafficking networks hold people in conditions of forced labour, forced prostitution and other forms of bondage.

The situation of international migrants whose destination or transit countries experience upheaval is one that is becoming increasingly recognized. When stranded in a crisis situation, migrants – and especially irregular migrants – are exposed to specific vulnerabilities, which are exacerbated by the numerous impediments to accessing humanitarian assistance and protection. Many irregular migrants find themselves trapped, for example, domestic workers who are abandoned by their

employers and left to fend for themselves. Not knowing the local language and whom to call for help, or being unable to provide information on their location, puts them in very vulnerable situations. Such barriers have resulted in migrants and their families remaining invisible, unaccounted for, and highly vulnerable to exploitation and abuse.

Despite an increased appreciation for the challenges facing migrants in times of

Given the growing number of migrants around the globe, the consequences for migrants of national-level sociopolitical instability and violent upheavals will likely continue, putting them at a higher risk of trafficking and exploitation. Programme models that address trafficking in times of crisis are urgently needed, yet remain ad hoc at best.

The following two articles explore some of the direct and long-term consequences of the Libyan and Tunisian crises on regional migrant flows and on the risks of human trafficking. □

Project Praesidium: An Example of Good Practices for the Management of Mixed Migrant Flows by Sea

by Simona Moscarelli, IOM Rome



Photo: Migrants rescued in Lampedusa. © IOM Italy.

The island of Lampedusa, scarcely more than 20 km² in size, lies approximately 170 kilometers off the coast of Tunisia and about 200 kilometers away from Italy. Due to its geographic proximity to the African coast, it has become a major landing point for thousands of migrants trying to reach Europe. Since 2006, around 170,000 migrants have arrived by sea on Italian coasts, with most landing on Lampedusa. These waves of migrants typify the so-called ‘mixed migratory flow,’ with asylum-seekers and refugees from various countries in Africa and Asia fleeing from conflict and political instability; migrants in search of economic opportunities or driven by the desire to join family members; people subject to trafficking; and victims of human rights violations. These different kinds of people travel together on unseaworthy boats that depart from Libya and Tunisia, and several hundred are known to perish on the journey each year.

The Praesidium Project was initiated in early 2006 upon the request of the Italian Government for the International Organization for Migration (IOM), the Office of the United Nations High Commissioner for Refugees (UNHCR) and the Italian Red Cross to establish a permanent presence at the reception centre on the island of Lampedusa. The decision to establish this inter-agency mechanism was inspired by the desire of the Italian

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(Project Praesidium... continued from page 8)

Government to guarantee the human rights of migrants and ensure that the reception centre meets standards set forth by international and national provisions. The presence of the three aforementioned independent agencies, each with its own role and mandate, serves both purposes. In addition, Save the Children joined the Project in 2008 to address the issue of child protection.

Over a period of eight years, the Praesidium partners have been providing migrants with humanitarian assistance, not only in Lampedusa, but also in other strategic landing points in southern Italy. The project has developed three main areas of intervention: 1) providing general legal information to incoming migrants; 2) identifying vulnerable groups and 3) monitoring reception conditions. All these activities are carried out in a multi-agency approach and have resulted in the development of specific coordination instruments and mechanisms, both at a local and a central level.

When identifying vulnerable groups, the Praesidium partners do not simply ensure that the migrants have access to the asylum procedure, but also to other protection measures and mechanism, such as those that European and Italian provisions envisage for victims of trafficking, victims of violence and unaccompanied minors.

Arab Spring repercussions: increased flows of migrants, increased violence

Its presence in Lampedusa over the years has allowed IOM to have a privileged 'observatory' of the migration phenomenon in the Mediterranean and witness major changes in migratory trends, especially in 2011, when the Arab Spring burst with all its strength and violence.

In 2011, while some 2,000 migrants lost their lives at sea, more than 60,000 migrants landed on the coasts of Italy. Half of them were young Tunisian males coming directly from Tunisia right after the fall of President Ben Ali and mostly motivated because of work or family reunification, since a high percentage of them had close relatives in EU countries. The migrants, who took advantage of the political instability and the lack of patrolling along the Tunisian coasts during the first months of 2011, were squeezed into medium-large fishing boats stolen from the ports of Sidi Manzour, Sfax, Monastir, Djerba and Mahdia. Some of them had previously attempted to travel – but to no avail – through legal migration channels. In February 2011, for example, IOM met three migrants who had valid French long-term residence permits and who had returned to Tunisia to pick up their wives who were waiting for family reunification visas.

The situation of those coming from Libya was different. The migrants were a miscellaneous group of men and women, driven by different motivations and needs: those who feared persecution, conflict and violence in their

countries of origin; migrants that had worked and lived in Libya for many years but had lost their jobs due to the crisis; unaccompanied minors spurred by their parents to look for better opportunities abroad; and, of course, victims of trafficking.

Landings became more frequent and smugglers, according to migrant witnesses, much more violent. Boats were filled with hundreds of migrants, with numbers reaching more than 800 in one vessel. In August 2011, the Italian authorities found the corpses of 25 Ghanaian and Nigerian nationals in the hold under the deck of a boat, where they had been boxed by smugglers, along with 70 migrants from other countries. Most migrants reported episodes of violence and brutality in Libya and many women declared to have been beaten up and subjected to sexual abuse. As the Libyan crisis worsened, migrants were forced to jump onto the boats under the threat of gunfire. Later, sub-Saharan African migrants reported that they were afraid that Libyan rebels would confuse them for the mercenaries that had been employed by the Gadhafi regime.

Victims of trafficking – the Nigerian case

Approximately 1,300 Nigerian women – minors and adults – were brought to Italy throughout 2011. They ended up in the Italian asylum circuit, which made IOM/UNHCR coordination mechanisms even more important and useful. Some of the women, who had already been subjected to abuse and sexual exploitation in Libya, were aware of the possibility of being exploited once they were in Italy. Nevertheless, they were not aware of the level of violence they would face during and after their journey, nor of the EUR 60,000 of debt that they would owe their traffickers. Having developed specific trafficking indicators, IOM was generally able to identify potential victims of trafficking, but in some cases this was not sufficient to provide effective protection. Most of the victims felt a sort of obligation towards their traffickers who – in some way – had kept their promise and brought them to Europe. This feeling, mixed with the fear of retaliation in their country of origin and their reluctance to 'betray fellow Nigerians,' made many of them apprehensive and uncooperative.

(A Multidisciplinary... continued from page 1)

profit from forced labour; formalizing employment relations; implementing mechanisms to track products; providing in-house training for employees; contributing to the rehabilitation of freed workers; and providing information to vulnerable workers. A committee has been set up to monitor the National Pact, with the power of temporarily suspending or even permanently excluding signatories should they fail to fulfil their commitments or reporting obligations.

The success of the Brazilian approach lies in the multifaceted approach and the capacity

Post-crisis trends

Developments in Tunisia and in Libya significantly affected migration trends across the Mediterranean Sea. In April 2011, the Italian Government signed a re-admission agreement with the new Tunisian authorities that envisaged the forced repatriation of 60 migrants a week. At the same time, the escalation of NATO operations and the bombing of different ports in Libya made the departures of migrants more difficult and dangerous.

When the hostilities in Libya ended, the situation changed drastically. In 2012, only 13,267 migrants arrived in the South of Italy; most of them were Tunisians (2,268), Somalis (2,179), Eritreans (1,612) and Egyptians (1,223). Unfortunately, there is still limited information about what is happening to migrants in Libya, especially in the detention centres, where, according to migrants that arrived in 2012, many people were still being held.

Perhaps as a result of Egypt's political transition, the number of Egyptian nationals arriving on Lampedusa has been relatively stable over the last two years. The Italian and the Egyptian Governments have a particular re-admission agreement that provides for the immediate forced repatriation of irregular migrants, likely one of the reasons why almost one third of irregular Egyptian migration is composed of underage migrants who, according to the Italian Immigration Act, cannot be expelled. In 2012, IOM witnessed an increase of arrivals from the East, in particular, Afghan (1,739) and Pakistani (1,247) nationals and, for the first time, also Syrians (582), due to the recent events in the area.

The Praesidium Project continues to follow these events and, thanks to its renewed mission, will continue its activities throughout 2013. Making conjectures or hypotheses about what new migratory routes in the Mediterranean will be used in 2013 is difficult. A sea which has been famous for being a cradle of culture and commerce during the last three centuries has recently turned into a gloomy grave of hopes and dreams for thousands of people. □

of the different actors, the Government, labour inspectors, police officers, prosecutors, social partners, NGOs and IOs to work together toward the elimination of slave labour. If efforts have focused on rural slave labour until recently, the Government, with ILO support, has now started to also address urban forms of forced labour, particularly in the textile industry.

Reference: *Fighting forced labour: The example of Brazil*, International Labour Office, Geneva, 2009. Available from www.ilo.org/forcedlabour. □

Regional Instability Aggravates Human Trafficking in Niger

by Francesca Pinna and Barbara Schuler, IOM Regional Office Dakar



Photo: Truck - Arrival in Agadez, Niger. © IOM 2011.

Niger has recently emerged as a major transit country on the migratory route from sub-Saharan Africa to North Africa and then Europe.¹ The political instability of its neighbours and chronic drought has increased the vulnerability of migrants, especially unaccompanied children, to trafficking. The government is, however, taking steps to coordinate with key stakeholders to address this growing issue.

Niger is known to be a country of origin, transit and destination for victims of trafficking. The country shares its borders with seven neighbours (Algeria, Benin, Burkina Faso, Libya, Nigeria, Mali and Chad) and is therefore of strategic importance for migrants transiting from sub-Saharan Africa to Europe.

Caste-based discrimination has been reported in the country, where victims of trafficking are subject to forced labour and sex trafficking.² In addition, the local practice of entrusting children to a third person to guarantee their education, such as in Koranic schools, remains prevalent in the country. This traditional practice often results in the exploitation of

the entrusted children by religious instructors known as 'marabouts.'

Since 2009, IOM has been involved in the direct assistance of victims of trafficking in Niger – assistance which has also been extended to unaccompanied migrant children given their specific vulnerabilities. In addition, unaccompanied children are often sent by their families to neighbouring countries to provide an essential source of income for the family, making it difficult for them to refuse tasks that are asked of them. Upon arrival, they may be subjected to forced begging, sexual servitude and forced labour. The lack of experience and the support of a responsible adult can make it difficult for children to safely navigate in an unfamiliar foreign environment.

Political instability in the region, particularly in Mali and Libya, has aggravated the human trafficking phenomenon in Niger. Between February and December 2011, 97,820 migrants returned to Niger from Libya. With Niger already struggling with limited resources, the sudden influx of migrants escaping the instability is being exploited by trafficking networks. Children are particularly at risk, with many having been separated from their families, abandoned and unaccounted for.

Efforts are being made to protect migrants that are crossing Niger's porous borders. Agencies

such as the Office of the United Nations High Commissioner for Refugees have adopted action plans in an effort to protect vulnerable populations and provide them with the necessary support. IOM has provided direct assistance to victims and other vulnerable migrants through family tracing, reunification services and reintegration assistance. Together, the two organizations are carrying out a logistics-intensive operation to relocate refugees from Bani Bangou to safer sites further away from the border.

At the State level, efforts are being made to address the growing issue of trafficking. In July 2006, the Government signed the ECOWAS-ECCAS (Economic Community of West African States-Economic Community of Central African States) Multilateral Cooperation Agreement to Combat Trafficking in Persons, Especially Women and Children in West and Central Africa.³ In December 2010, Niger adopted a new law, in accordance with the Palermo Protocol, criminalizing all forms of human trafficking. Moreover, in March 2012, the Council of Ministers issued two decrees, both of which reinforce the prevention of human trafficking. The decrees determine the organization, composition and operation of two coordination bodies – the National Commission of Coordination of Fight Against Trafficking of People (CNLPT) and the National Agency of Fight Against Trafficking of People (ANTP) – which will adopt all policies and programs concerning the prevention of human trafficking and guarantee their implementation.

Although the Libyan crisis is considered to have come to an end, its impact is still generating significant population movements in sub-Saharan Africa. The current crisis in Mali is also expected to have a significant impact on the security and protection of migrants as Malians try to escape the violence. This will continue to affect the situation in Niger and will require the constant effort of both the Niger government and key stakeholders. □

¹ M.T. Lawson, « Rapport sur la situation de la traite et du trafic des personnes au Niger » (Geneva, International Organization for Migration, 2009).

² United States, « Niger 2011 trafficking in persons report ». Available from http://niamey.usembassy.gov/2011_traffickinginpersons.html.

³ Niger, « Accord multilatéral de coopération régionale de lutte contre la traite des personnes en particulier des femmes et des enfants en Afrique de l'Ouest et du Centre ». Available from www.relutet.org/admin/files/accord_multilateral_d_abuja.pdf.

HEALTH

A Public Health Approach to Human Trafficking

by Jonathan Todres, Professor of Law Georgia State University in Atlanta, USA email: jtodres@gsu.edu

Trafficked individuals experience physical, sexual and emotional violence at the hands of traffickers, pimps, employers, among others, and are exposed to various workplace, health and environmental hazards. The breadth of the harm suggests a role for a currently underutilized approach: public health methodologies. The field of public health offers vital skills and expertise in the fight against human trafficking.¹

Evidence-based research. Public health emphasizes evidence-based research as the foundation of effective law, policy and programming. In the field of human trafficking, however, there is very limited evidence-based research. Many laws have been adopted with little advance research, and monitoring and evaluation of laws and programs is lacking. An emphasis on evidence-based research is essential to ensuring laws and programs are working effectively.

Prevention focus. From a public health perspective, it would make little sense if, instead of vaccinating a population, a government simply waited for a major disease outbreak and then sought to hold the responsible parties

¹ For an in-depth discussion of these issues presented in this article, see Jonathan Todres' article, "Moving upstream: The merits of a public health law approach to human trafficking," in *North Carolina Law Review*, volume 89 (2011), pages 447-506, available online at <http://ssrn.com/abstract=1742953>.

accountable for the lives lost or harmed. Success, from a public health perspective, is achieved when a population is fully immunized or vaccinated and if illnesses do not occur. That mindset and focus on preventing harm from occurring is greatly needed in the human trafficking context, where most work has centered on responding after the harm occurs through prosecution efforts and services for victims. Public health's prevention focus can help policymakers understand and address the "complex interplay between individual, relationship, community, and societal factors"² that leaves certain individuals at risk of being trafficked.

Addressing underlying attitudes and behaviours. Harm prevention requires attention to the root causes of a problem, including the underlying supply and demand issues. Public health professionals have worked extensively on addressing societal attitudes that lead to risky, harmful behaviours. Public health has a wealth of experience in facilitating change at the individual, institutional, and community levels to achieve healthier outcomes in target populations. Public health



© IOM Kenya, 2003.

campaigns have been successful across a range of issues, including youth smoking, nutrition, seat belt use and violence. That experience provides important insights that can help shape programs aimed at addressing societal attitudes and behaviours that underlie human trafficking. Lessons from public health campaigns could be applied to help address demand-related issues by countering attitudes and behaviours that promote tolerance of the exploitation of others for sex or cheap labour. They also could be used to further confront supply-related issues, including by improving the identification of risk factors associated with the vulnerability to trafficking.

Stakeholder coordination. Public health stresses the importance of identifying key partners, engaging affected communities, and promoting preparedness and effective coordination. Public health's approach to violence aims to involve a broad range of sectors of society, including "education, labour, public housing, media, business, medicine, and criminal justice."³ A similar approach is vital to combating human trafficking, which, to-date in many jurisdictions, has been left primarily to law enforcement and social services. Engaging all sectors of society improves prospects for early intervention and, ultimately, prevention. Public health campaigns also recognize the importance of partnering with target communities. Finally, public health emphasizes coordination among stakeholders. This experience can inform efforts to address gaps in coordination that have persisted in many anti-trafficking responses.

Overall, public health methodologies offer both new perspectives on how to approach the issue of human trafficking and a wealth of experience in addressing issues underlying human trafficking. □

² Centers for Disease Control and Prevention (CDC), "Violence prevention – The social-ecological model: A framework for prevention." Available from www.cdc.gov/ViolencePrevention/overview/social-ecologicalmodel.html.

³ J. A. Mercy et al., *Public health policy for preventing violence*, *Health Affairs*, Winter 1993.

OPINION PAPER

What Has Happened to 'Sex Trafficking'?

by Dr. Sverre Molland, Australian National University

Originally published in the IOM Regional Office for Asia and the Pacific Counter-Trafficking Newsletter for 2013.

The question assumes two things: 1) that trafficking for sexual exploitation was in focus in the past, but 2) this is now no longer the case. Both assumptions are worth teasing out.

Currently, it is not uncommon to hear that 'sex trafficking' is a fad grounded in simplistic stereotypes about gender, migration and labour that has resulted in some spectacularly poorly designed (and harmful) interventions. Due to improvements in data (we now know trafficking takes place within other labour sectors) and more nuanced reflections regarding programming (rescuing presumed victims in the sex trade tends to create more problems than it solves), many agencies and donors have shifted focus accordingly. In short, the reason for the decline in the focus on sex trafficking is that the anti-trafficking sector has become more enlightened.

I disagree with this view.

First of all, it is not entirely clear that a focus on trafficking for sexual exploitation has decreased. Whereas it is the case that some agencies that received considerable donor funding in the past (especially if it involved children) are now experiencing donor fatigue, this is not necessarily the case elsewhere. For example, I am currently a commission member

as part of a public inquiry into trafficking in New South Wales, Australia, where "sex trafficking" remains a key concern, despite several voices calling for a broadened focus on labour trafficking. Similarly, whereas several agencies in the Mekong region seem 'fed up' with more than a decade of anti-trafficking, this is seen as the 'new thing' Down Under. Hence, there are intriguing time lags between different regions. In Scandinavia, including my native Norway, trafficking for sexual exploitation remains the main focus both in media and in government interventions, where criminalizing the 'demand side' has been in vogue for some time (although it has lately been increasingly critiqued). In the Mekong region itself, some agencies, such as the Somaly Mam Foundation, seem to maintain success in generating both media attention and funding. Rather than assuming that anti-trafficking is a coherent, monolithic entity, it is important to recognize that it is a rather porous and fragmented constellation of agencies, donors and implementers which manifests itself differently in various geographical contexts. There is no such thing as a general 'view' or 'trend' when it comes to the combat against trafficking for sexual exploitation.

Secondly, the notion that there has been a huge focus on sex trafficking, although not

incorrect, needs to be qualified. A concern with trafficking for sexual exploitation goes back more than a hundred years – the first international convention dates back to 1904 – but very few States ratified those laws. In other words, up until the Palermo Protocol, 'sex trafficking' was predominately a media concern without much will to address it politically. All this changed with the advent of the UN anti-trafficking protocol in 2000. Yet the reason for this change has much more to do with nation States' concern regarding controlling migration, as well as security concerns. The same goes for the plethora of government action plans, laws, MOUs and government funding for anti-trafficking. As such, the focus on sex within anti-trafficking has in some ways always been cosmetic.

Thirdly, it is unsurprising that particular aid challenges, such as 'sex trafficking', seem to exhaust themselves. The aid industry is full of fashions and fads, such as 'microcredit' and 'sustainable development,' which were celebrated in the 1990s. Trafficking is not immune from this. (As one Thai NGO worker once told me, "In the 1990s we called it 'child sex tourism,' now we call it 'sex trafficking.'")

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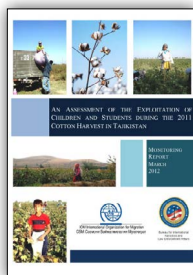
Trafficking for sexual exploitation always grabs attention, but there is a certain inherent donor fatigue, as it is immensely difficult to design good and meaningful programmes, let alone produce credible data on its prevalence. No wonder both donors and implementers get tired of combating sex trafficking as a solid evidence base and results remain opaque. Several agencies (IOM included) have gradually started to address other sectors, such as the fishing industry, which has contributed to a reorientation of programmes. Although numbers remain elusive, it is in some ways more straightforward for aid agencies to engage sectors other than sex work, as programmes

do not get bogged down with endless debates regarding agency and consent as they do within prostitution. However, it does not mean that 'sex trafficking' disappears, only that the language slightly changes over time. Hence, many agencies advocate a broader focus on labour. Some see 'safe migration' as the new thing. Others see 'child protection' – which many agencies did in the 1990s – as the best way forward. Yet another group sees supply chain governance as "cutting-edge" (despite the fact that political economic literature has spent considerable time theorizing this phenomenon back since the 19th century).

Prostitution fascinates. And, within the public domain, questions of 'free will' often reduces

itself from a concern regarding structural inequality to the question of the female body, whether it is 'sex trafficking,' prostitution, the burqa, female genital mutilation, foot binding or cosmetic surgery. And why should policymakers care about this? The general public's sensibilities to the imposition on women's bodies and agency is so self-evident that it manifests itself again and again in various contexts. Although several donors and programmes now appear to address broader structural problems of labour (such as a focus on supply chains), it is important to note that policy and programming can quickly slip back to a focus on the individual, biological body – the 'trafficking survivor.' It is precisely this idiom that 'sex trafficking' captures so well. □

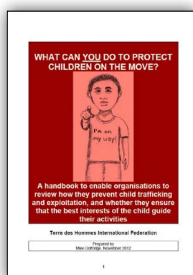
PUBLICATIONS



An assessment of the exploitation of children and students during the 2011 cotton harvest in Tajikistan

The Government of Tajikistan is working to adopt effective measures to monitor the use of child labour during the

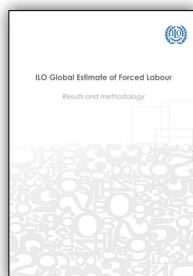
cotton harvest. Such measures have included developing and implementing the National Action Plan on Combating Human Trafficking in the Republic of Tajikistan for 2011–2013 and conducting an annual monitoring and awareness campaign during the 2010 and 2011 cotton harvests. Available from: http://publications.iom.int/bookstore/free/Cotton_MonitoringReport_04_09_2012.pdf.



What can You do to Protect Children on the Move?

A handbook to enable organizations to review how they prevent child trafficking and exploitation, and whether they ensure that the best interests of the child guide their activities.

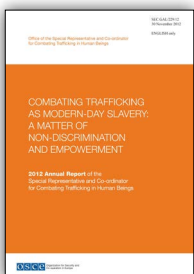
A handbook by Terre des Hommes International Federation, prepared by Mike Dottridge, November 2012. Available from: www.tdh.ch/en/documents/what-can-you-do-to-protect-children-on-the-move.



ILO Global Estimate of Forced Labour 2012: Results and Methodology

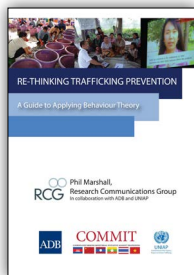
The Report describes in detail the revised methodology used to generate the 2012 ILO global estimate of forced labour, covering the period from 2002 to 2011, and the main

results obtained. Available from: www.ilo.org/sapfl/informationresources/ILOPublications/WCMS_182004/lang--en/index.htm.



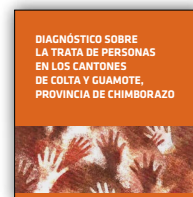
Combating Trafficking As Modern-Day Slavery: A Matter Of Non-Discrimination And Empowerment

2012 annual report of the Special Representative and Co-ordinator for Combating Trafficking in Human Beings – Organization for Security and Co-operation in Europe. Available from: www.osce.org/cthb/98249.



Re-thinking Trafficking Prevention - A Guide to Applying Behaviour Theory

Tens of millions of dollars of development funds have been invested in trafficking prevention programmes, yet trafficking still persists, and there are indications that the effectiveness of many prevention programmes are limited. *Re-thinking Trafficking Prevention - A Guide to Applying Behaviour Theory* was developed for COMMIT Taskforces, partner organizations and anti-human trafficking practitioners to help improve the planning and monitoring of trafficking prevention interventions through the application of behaviour change theory. Issued in June 2012 and available from: www.no-trafficking.org/story_rmo_rethinking.html.



Diagnósticos sobre la Trata de Personas en Ecuador en las Ciudades de Lago Agrio, San Lorenzo, Ibarra, Catacachi, Otavalo, Santo Domingo, y Colta/Guamote

A 2012 IOM Ecuador study on human trafficking in the cities of Lago Agrio, San Lorenzo, Ibarra, Catacachi, Otavalo, Santo Domingo, y Colta/Guamote. Available in Spanish from the IOM Ecuador website: www.iom.org.ec/portal/index.php?option=com_content&view=category&layout=blog&id=46&Itemid=95.

IOM Handbook on Trafficking in Persons Addressed to Civil Society Organizations in Angola

A publication released in 2011 and available in English on IOM Angola website: <http://iom.org.za/angola/>.

Standard Operating Procedures for Law Enforcement in Handling Human Trafficking Cases in Zambia

This Standard Operating Procedure (SOP) is designed to provide Zambian law enforcement officers with a toolkit to enable them to benefit from the Anti-Human Trafficking Act. The SOP is intended as an easy tool of reference for the systematic investigation of cases of human trafficking, as well as providing necessary assistance to victims. Issued in 2011, the publication is available through a simple email request sent to: iomlusaka@iom.int.

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17 Route des Morillons, CH-1211 Geneva 19 - Switzerland
Tel.: +41 22 717 91 11

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