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**Prevention of Modern Slavery: "An Ounce of Prevention is Worth a Pound of Cure"
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**Global Crisis Effects on the Prevention of Human Trafficking
in Destination Countries**

The current financial crisis is a global phenomenon with impact varying by region, country, and locality. The crisis and its effects on human trafficking also vary by location and it has had a profound effect on our ability as individuals, organizations and governments to prevent and combat the scourge. In highly industrialized or 'demand' countries that are members of the OECD, the crisis has prompted major increases in public spending for stimulus activity that creates pressure for budget cuts in other areas. Budget resources, both public and private, are scarcer than ever. Just as awareness and the desire to address the problem is growing in countries like the US, UK, and Japan, both governments and NGOs are struggling to find the resources to combat the problem and help victims restore their lives. I will focus on this aspect of the challenge before us by describing the issues that challenge efforts in demand countries to prevent and combat trafficking and offer ways in which we might use improved policies, low-cost coordination mechanisms and public-private partnerships to get more out of every dollar, euro, pound, or yen available. The Legatum Institute in London is working on developing best practices for combating human trafficking in developed, democratic, demand, and destination (4D) countries. In this effort we are working closely with Polaris Project, an anti-trafficking NGO with offices in the U.S. and Japan, and it is from their exceptional work that many of my examples drawn.

**Challenging Trends in Developed, Democratic, Demand, and Destination (4D)
Countries**

According to the United Nations, human trafficking is now the third most lucrative criminal enterprise in the world (after weapons and narcotics). The crisis has likely made the poor more desperate and more willing to take risks that leave them vulnerable to greater exploitation and trafficking. As we think about new trafficking trends and changing dynamics in the context of the global crisis we need to consider the links between demand/destination countries (mostly developed) and source/transit countries (mostly developing) as these linkages have implications both for the nature of the challenge before us and the most effective responses. Pornography, sex tourism, mail-order brides, new technology, and consumer demand for global products are all issues related to human trafficking that we must monitor for changing dynamics and also opportunities for effective partnerships to prevent human trafficking. Public-private partnerships exist to address many of these issues already and should be more widely utilized and encouraged to strengthen prevention and protection networks, engage wider audiences and supplement funding gaps.

The Pornography Industry

Cultural perceptions of prostitution and the social acceptance of pornography enable traffickers supplying the sex industry. Most of the world's porn is generated in the U.S.,

Japan and other industrialized countries. While there can be differing views on both pornography and prostitution, the link between them both and trafficking is clear and especially as it relates to child victims of both. By definition, pornography involving children is trafficking. The DEMAND report by Shared Hope International suggests that supply for the global sex industry overall is getting younger due to buyer demands and social perceptions of healthiness, innocence and vulnerability. The report estimates that since 1997 the number of pornographic images of children on the web has increased by 1500%. In 1999, after INTERPOL estimated that 80 percent of websites with child pornography originated in Japan, the government made the *distribution* of child pornography illegal. Criminalizing *production* of child porn came a few years later. But still Japan remains one of only two members of the G8 group of industrialized nations (the other is Russia) that still does not criminalize *possession* of child pornography. Nor has it criminalized animated child porn, a large and growing dimension of the commercial exploitation of children in Japan. It is no wonder that increasingly, trafficking victims are young Japanese girls lured into the sex industry via the Internet. A photo from a major sex district in Tokyo illustrates the insidious connection between child porn and prostitution where young women for sale are made up to look like cartoon characters.

In a globalized world, not only does porn drive demand for women and children trafficked into the sex industry in developed nations but it increasingly is impacting the developing world. An August 2009 article in the UK based Guardian newspaper (Tim Samuels, Africa goes Hardcore) describes the export of LA-produced porn to rural Africa and its impact on young men with spikes in rape occurring after community viewing. Because most porn is 'condom-free' the journalist argues that the porn industry should consider its own corporate social responsibility (CSR) initiative by at least producing pornography that promotes condom use. This might help in preventing some HIV/AIDS but trafficking and rape victims will not benefit from this sort of CSR. Clearly, we need more regulation of the internet that can better monitor pornographic websites, escort agencies and other sexual service websites globally but private lobby efforts also are important. Polaris Project Japan led a successful lobby campaign to convince Amazon.com to remove some of the most inappropriate images of its Junior Idol series in Japan. Citizens, governments and businesses in the 4D countries must take responsibility for how domestic pornography industries are affecting trafficking and sexual violence around the world.

Sex Tourism

A longstanding human trafficking link between developed and developing countries is sex tourism with thousands of men travelling to tourist destinations known for cheap and easy sex. An annual pilgrimage of 300,000 Japanese male "sex tourists" has elevated prostitution into the Philippines' fourth largest income producer. Demand is particularly high for young boys and girls. While some countries like the U.S. are increasing prosecutions of their citizens involved in child exploitation, paedophiles are known to travel around to the 'next hot spot' after successful cases slow down activity in another. The global crisis is having varying effects on sex tourism in different countries. A July 2009 Time Magazine article (From Bangkok to Berline, Hard Times Hit the Sex Industry) estimates that in Thailand sex tourism revenue has fallen by 35%, in Berlin by 20% and in the Czech Republic half of all brothels have shut their doors due to the financial downturn. Some brothels and sex parlors across the global have launched promotions in response to dwindling customer numbers, which include free shuttle buses, discounts for senior citizens and the unemployed, discounts for green transportation, and flat rate sessions. However, in Ukraine the economic downturn has actually aided the growth of the sex industry. An article in the Christian Science Monitor describes how the fall of Ukrainian currency against the dollar and euro, in combination with low fares from major European cities is enticing people to visit Ukraine for sex tourism. The sex industry in Ukraine is expected to more than double its revenue this year, generating a profit of \$1.5 billion. These different trends highlight the need to be vigilant

about changing trafficking patterns in every country and to develop nimble and quick response mechanisms.

There are some positive public-private partnerships addressing this part of the challenge that need to be re-energized or replicated. In 2006, ECPAT International with the support of UNICEF and the World Tourism Organization (WTO) established the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism. Its signatories commit to helping identify and report potential abusers. Hotel chains, tour agencies, and airlines around the world have committed themselves to incorporating the protection of children from exploitation into their training models and business procedures. We need to hold partners to their commitments.

Mail Order Brides and Forced Marriage

Another dynamic with important links to human trafficking is the 'import' of women from the developing world to demand countries as brides. While many of these marriages may be voluntary and legitimate, it is an important area to monitor for exploitation, trafficking and forced marriage of young girls. Japan again illustrates how we must remain vigilant to changing trends for human trafficking, especially in these changing times of financial crisis. 'Entertainer' visas used to be the primary channel for trafficking of women into Japan's sex industry, primarily from the Philippines. Since the government started to clamp down on entertainment visas and their numbers significantly decreased, there has been an upsurge in visa applications for foreign brides, also from the Philippines. While there is no hard data yet on the legitimacy of each visa request, it is an area that NGO's are monitoring closely with the suspicion that this has become the new channel for trafficking women into Japan. In the UK, ECPAT UK and Wilberforce Institute for the Study of Slavery and Emancipation (WISE) published a report in July on forced child marriages. The report finds that children are being trafficked out of and into the United Kingdom for forced marriage. The research documented 48 cases of suspected trafficking for forced child marriage in the UK but systematic data collection is lacking on all forms of child trafficking, including this one.

Consumer Purchasing Power and Supply Chains

Citizens in 4D industrialized countries, especially those who do not interact with the sex industry, may feel immune to involvement in slavery. But as we know, many products we purchase and consume, even legitimate ones, can be tainted by trafficking due to supply chain issues. In the U.S. when the Trafficking Victims Protection Act was revised in 2005, legislators mandated that the U.S. Department of Labor create a list of products made by forced or child labor. The list which has just been published identifies problem products and the countries where they were produced to provide consumers and shareholders leverage to fight human trafficking.

Consumer demand and supply chain purification are also areas that lend themselves well to public-private partnerships. We have several good examples out there to build on. USAID, the U.S. Department of Labor, West African Governments, the global chocolate industry, and the International Labor Organization are designing and implementing seven pilot projects and a regional initiative to address exploitative child labor in five West African nations: Côte d'Ivoire, Guinea, Ghana, Nigeria and Cameroon. Another good example is MANPOWER Inc which in 2006 was the first global corporation to sign the Athens Ethical Principles that declare a "zero tolerance" policy for working with any entity that benefits from human trafficking. The Athens Ethical Principles now carries over 12,000 signatories committed to increasing preventative efforts to end human trafficking.

New Technology - for Good and Ill

New technologies have had a profound impact on the cultural normalization of prostitution and increased demand for human trafficking. The Internet also is increasingly a means for exploitation of children in the industrialized world and is fuelling abuse of children internationally through the export of pornography and demand for sex with minors through sex tourism. The global crisis has had an impact in this area too. In Prague, in response to the closure of many brothels, owners are changing tactics. At Big Sister (which claims it is the world's largest Internet brothel) clients can select a prostitute from a flat screen tv, select a theme room and instead of paying for their session, can sign a release form and have their 'performance' broadcast over the internet via the Big Sister webpage. The brothel's website then charges online viewers up to \$30.00 per account for a viewing subscription. The brothel also produces cable TV shows that air across Europe. (New York Times, December 2008 'Financial Crisis Tames Demand for World's Oldest Service').

On the positive side, technology presents new opportunities to tackle human trafficking as well. Prevention benefits greatly from technology and media campaigns to raise awareness and change social attitudes and perceptions. This is another area that can produce very effective public-private partnerships between government, NGOs and technology companies. Working in partnership with the U.S. National Center for Missing and Exploited Children and child protection NGOs, U.S. information technology company Microsoft Corporation has offered to issue AMBER Alerts via MSN Mobile, MSN Hotmail, Windows Live Mail, MSN Messenger, and Windows Live Messenger. The AMBER Alert plan is a public notification program through which law enforcement agencies, broadcasters, and transportation officials immediately distribute urgent information about recent child abductions to the public. Another example comes again from Polaris Project in the U.S. which in May 2009, entered into a public-private partnership with LexisNexis to develop and implement a new web-based system for a national database that allows employees of their 24 hour hotline to more readily access accurate information about local resources and service providers. Through the hotline funded by the U.S. Department of Health and Human Services, Polaris Project provides direct assistance to callers or refers them to one of over 3,000 collaborating organizations.

The use of new technology also offers potential for reaching youth to get them engaged in preventing and combating trafficking in persons. New media tools like Twitter, Facebook, and YouTube increasingly define how youth communicate, relate and become civically engaged. As such they offer potential for reaching this next generation which is an important pool of human capital and energy. A youth organization in the U.S. called Global Kids trains youth to engage on current issues and foreign affairs, among other things. They have a program called '[Virtual Video Project](#)' where groups of young people produce films on the topic of their choice. By far the most popular topic for advocacy among the youth is anti-trafficking. Such youth outreach efforts in demand/destination countries also have the benefit of raising awareness and educating key populations who will have an impact on demand for trafficking, specifically young men. Awareness and prevention initiatives which are led by men and directed to men as the primary buyers in commercial sex markets can help educate them on the realities and harms of the commercial sex industry and its specific links to sex trafficking. Such initiatives should be expanded and tailored using new media tools to educate and mobilize young men and target cultural perceptions of the sex industry and the stigmatization/stereotyping of trafficked persons.

Impact of the Financial Crisis on Government Prevention and Response

Just as there are differing effects on the prevalence of trafficking due to the crisis there are also differences in its impact on prevention and prosecution. Since the onset of the global financial crisis funding has been substantially cut for many law enforcement departments, NGO's and care networks who aid in prevention, rehabilitation of victims, as well as enforcement and prosecution of traffickers. The US is reporting a decline of at least 6% in charitable giving since the onset of the financial crisis, deeply affecting NGO budgets. With massive stimulus packages already committed and even less tax revenue available to pay for them, government budgets for law enforcement and social services also will be especially strained. We need then to focus our energy on low-cost, cooperative efforts that can adjust quickly to changing circumstances and dimensions of the challenge. We must improve at working together on every aspect of the problem and create new ways to share resources or target them better to increase our joint impact.

Reconciling Domestic and Foreign Policy

In dealing with a transnational issue like human trafficking, 4D countries also have the challenge of reconciling domestic policies and efforts to prevent and combat human trafficking with foreign policy and development assistance. By definition, trafficking most often, though not always includes foreign nationals from poorer countries, and requires significant interagency coordination for an effective and comprehensive response. Issues like diplomatic immunity for offending officials in the diplomatic corps to conflicting immigration and foreign aid policies demand greater attention. Interagency coordination is a huge challenge in most countries as human trafficking is by nature a complex challenge that crosses sectors, bureaucratic divisions, organization types and often, though not always, national borders. It is incumbent on 4D countries to integrate concerns about human trafficking into bilateral diplomatic relationships even as we 'practice what we preach' at home.

As mandated by the Trafficking Victims Protection Act, the U.S. has a cabinet level coordinating mechanism called the Senior Policy Operating Group (SPOG) chaired by the Ambassador-at-Large for Combatting Human Trafficking (Director of the State Department's Office to Monitor and Combat Trafficking in Persons). The heads of the Departments of State, Justice, Homeland Security, Health and Human Services, Labor and Defense together with the United States Agency for International Development, Office of Management and Budget, and the Office of the Directorate of National Intelligence participate. The National Security Council also regularly participates. Most recently the Office of the U.S. Global AIDS Coordinator and the Department of Education also have participated. The SPOG has been a helpful tool for solving complex inter-agency challenges, allowing information to be shared and addressing emerging challenges that do not fit easily within any one agency or either as a domestic or foreign policy issue alone.

While the UK has several coordinating mechanisms including one chaired by the Home Office, more attention is needed to cabinet level coordination to reconcile domestic policies, foreign policies and development assistance. Japan lacks even a coordinating mechanism for domestic agency efforts. Without regular interaction between officials working on domestic policy issues and those working on foreign policy and foreign aid many low-cost opportunities to improve a nation's response to trafficking are forfeited. One simple illustration comes from Japan, where the Japanese aid agency JICA funds a significant amount of anti-trafficking programs in countries that are a source of trafficking victims to Japan. In one case, a young Japanese man was successfully prosecuted at home for sexually exploiting a child in Cambodia and using her in pornography while the victim was benefitting from an NGO art therapy program funded by JICA. The result of the successful prosecution was shared with Cambodian authorities but never passed onto the one person it

most would have benefitted: the victim. There are some easy fixes through making these links between policies. This also could be important for reconciling EU anti-trafficking assistance with the foreign aid programs of individual member states.

These domestic and foreign policy areas also open opportunities for creative partnerships. Ricky Martin, Inter-American Development Bank President Luis Alberto Moreno and Ayuda Executive Director Mauricio Vivero joined forces to launch Call and Live in Washington DC, a campaign that promotes a free confidential hotline to prevent human trafficking from Latin America to the U.S. Other partners of the initiative include the DC Mayor's Office, Telemundo, Univisión, Washington Hispanic, Radio Viva 900 and El Tiempo Latino. This year the Bank, the Ricky Martin Foundation and IOM will also expand the campaign to five more countries in Latin America.

Improved management and coordination mechanisms

Interagency and multi-disciplinary task forces are relatively low-cost mechanisms that can be very effective in coordinating and targeting scarce resources. In the U.S. there are 42 task forces to coordinate anti-human trafficking efforts that are funded primarily by the Department of Justice through local police departments of major cities and states. Meetings and structures of the various task forces vary but a closer look at the Washington DC Task Force offers some lessons in what has proven an effective and relatively low cost way to get many stakeholders working together and targeting scarce resources well.

The DC Human Trafficking Task Force was formed to combat human trafficking in the nation's Capitol, with the dual focus of identifying and serving victims and increasing prosecution of traffickers. It has been recognized by the U.S. Department of Justice (DOJ) as one of the most aggressive and productive human trafficking task forces in the country, as well as a national model for investigating and prosecuting cases of domestic sex trafficking involving the commercial sexual exploitation of children (CSEC). The DOJ grant to the DC Task Force is managed by the DC U.S. Attorney's Office, the Metropolitan Police Department and Polaris Project. Membership includes almost every governmental and non-governmental agency in the DC area that works on trafficking issues and has four overall goals. The first goal is to facilitate more coordinated anti-trafficking efforts in the DC area through protocol development, extensive community outreach, proactive investigations, law enforcement training efforts, intelligence sharing, forming partnerships between law enforcement and NGOs, and the creation of a specialized law enforcement core group. Other goals include increasing identification rates of human trafficking victims in the DC area, including internal and transnational victims of both sex and labor trafficking, providing comprehensive services to victims of trafficking; and, increasing the prosecution of traffickers.

The DC Human Trafficking Task Force is a multi-pronged collaboration of various Federal and local initiatives, including an FBI 'Innocence Lost' task force, an Internet Crimes against Children Task Force and a CSEC Community Intervention Project, all of which have combined their efforts into a centralized structure. The DC Task Force experimented with various organizational structures over time to best address changing needs but has found the use of sub-committees helpful. The law enforcement training subcommittee was essential in early days when training of law enforcement officers was the priority but others like the Victim's Services Committee remain an important committee with rotating chairs.

Similar to the DOJ task forces in the U.S., the UK has the United Kingdom Human Trafficking Centre (UKHTC) which is also publically funded and police based. The UKHTC, coordinates national efforts to combat trafficking by partnering with many NGOs and holding regular NGO stakeholder meetings. The Home Office also has a task force that engages with NGO stakeholders regularly and consults them on any policy/funding changes they

make. All of these coordinating mechanisms can make important contributions to better prevention of trafficking as needs and trends change.

Recommendations for Responding to Human Trafficking on a Shoestring

- ◆ Monitor changing patterns of trafficking due to the financial crisis and create low-cost and nimble coordination mechanisms that can improve targeting and increase speed of joint responses.
- ◆ Look for partnership opportunities, public-private and others, that can increase impact without a lot of new resources.
- ◆ Use new technology to improve responses and mobilize youth to prevent and combat human trafficking.
- ◆ Establish multi-stakeholder task forces in major cities or local governments to share information, respond to specific cases, develop joint protocols, conduct community outreach, train law enforcement and share intelligence.
- ◆ Reconcile domestic policies and anti-trafficking efforts with foreign policy and development assistance.