

# EXPLORATORY ASSESSMENT OF TRAFFICKING IN PERSONS IN THE CARIBBEAN REGION:

The Bahamas  
Barbados  
Guyana  
Jamaica

The Netherlands Antilles  
St. Lucia  
Suriname



Domestic Servitude



Forced Labour



Sexual Slavery



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IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
OIM Organización Internacional para las Migraciones

*Exploratory Assessment of Trafficking in Persons  
in the Caribbean Region*

**June 2005**



Organization of American States Inter-American Commission of Women

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**Acronyms and Abbreviations**

ACCP	Association of Caribbean Commissioners of Police
AIDS	Acquired Immunodeficiency Syndrome
APA	Amerindian People's Association
BBC	British Broadcasting Corporation
BET	Black Entertainment Television
BPW	Business and Professional Women's Club
BWA	The Bureau of Women's Affairs
BWU	Barbados Workers' Union
CAFRA	Caribbean Association for Feminist Research and Action
CARICOM	Caribbean Community
CASH	Coalition on Sexual Harassment
CBO	Community Based Organization
CEDAW	Convention on Elimination of Discrimination against Women
CERD	Convention on the Elimination of Racial Discrimination
CID	Criminal Investigation Department
CIM	Inter-American Commission of Women
CIOG	Central Islamic Organization of Guyana
CRC	Convention on the Rights of the Child
CSME	Caribbean Single Market and Economy
CSW	Commercial Sex Worker
CTO	Caribbean Tourism Organization
DR	Dominican Republic
EFA-FTI	Education for All – Fast Track Initiative
ERP	Economic Recovery Programme
ESSJ	Economic & Social Survey of Jamaica
GDP	Gross Domestic Product
GGMC	Guyana Geology and Mines Commission
GHRA	Guyana Human Rights Association
GOJ	Government of Jamaica
HDI	Human Development Index
HIV	Human Immunodeficiency Virus
HPI	Human Poverty Index
IDA	International Development Association
IDB	Inter-American Development Bank
ILO	International Labour Organization
IMF	International Monetary Fund
IMP	International Migration Policy Programme
IOM	International Organization for Migration
JSLC	Jamaica Survey of Living Conditions
KN	Kaieteur News
MDGR	Millennium Development Goal Report
MLHSSS	Ministry of Labour, Human Services and Social Security
NAP	National Action Plan
NAVAS	Netherlands Antilles Aliens Registration System

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NGO	Non-Governmental Organization
NIS	National Insurance Scheme
NWD	North West District
OAS	Organization of American States
OECS	Organisation of Eastern Caribbean States
PACT	People's Action for Community Transformation
PAHO	Pan American Health Organization
PANCAP	Pan Caribbean Partnership Against AIDS
PRM	Bureau of Population, Refugees and Migration
RBDF	Royal Bahamas Defence Force
SAP	Structural Adjustment Programme
SMLA	Stichting Maxi Linder Associate
SN	Stabroek News
STD	Sexually Transmitted Disease
STI	Sexually Transmitted Infection
TIP	Trafficking in Persons
UK	The United Kingdom
UN	United Nations
UNCATOC	United Nations Convention against Transnational Organized Crime
UNDP	United Nations Development Programme
UNGA	United Nations General Assembly
UNODC	United Nations Office on Drugs and Crime
UNICEF	United Nations Children's Fund
US	The United States of America
USAID	United States Agency for International Development
USD	United States Dollar
WIDER	World Institute for Development Economics Research
YMCA	Young Men's Christian Association

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### **Executive Summary**

This *Exploratory Assessment of Trafficking in Persons in the Caribbean* is part of a larger regional initiative launched by the International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization of American States to strengthen the capacity of governments and civil societies of the participating countries which include The Bahamas, Barbados, Guyana, Jamaica, the Netherlands Antilles, St. Lucia, and Suriname.

Trafficking in persons is a modern-day form of slavery, involving victims who are typically forced, defrauded, or coerced into various forms of exploitation. Men, women, and children are treated as inexpensive, expendable, and profitable commodities used for the purpose of financial gain. Human trafficking has become one of the fastest growing and most lucrative criminal activities, occurring both worldwide and in individual countries, including those in the Caribbean region.

The exploratory research methodology included a literature review, desk legal review, and an exploratory field assessment by national researchers within each country. Media reviews, national surveys, and key informant interviews were used in developing country reports on the current context of human trafficking in the Caribbean. Anecdotal information from key informants provided the base of the research findings. Key informant groups were small, and purposively selected, therefore limiting the amount of received information. These reports were finalized and written by IOM, based on information from the national researchers' country reports, and added data. This information was then compiled into the *Exploratory Assessment of Trafficking in Persons in the Caribbean*.

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of the research.

The findings from this report point to some level of human trafficking in the areas of forced labour, sexual exploitation, and domestic servitude. The countries in this report are at varying stages in relation to the existence of human trafficking and their efforts to combat the issue. The information obtained during this research, while not allowing any overall estimates on the magnitude of the problem, referred to numerous concrete cases of both human trafficking and exploitation of persons working in degrading and inhuman conditions in all participating countries.

Victims of human trafficking in the Caribbean region were found to be men, women, boys, and girls from the Caribbean as well as extra-regional countries. These victims were found in multiple forms of exploitation including sexual exploitation, forced labour, and domestic servitude. While women and girls were found to be vulnerable due to gender based violence, discrimination, and sexual exploitation, boys were increasingly found to be at risk. Some boys were already living on the streets and were exposed to

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drug traffickers, while others were forced into sexual relationships with older men as a means of survival for themselves or their families.

This research was primarily a qualitative exercise and was not intended to supply statistics as to the numbers of trafficking victims within each country, but rather to provide a starting point for the participating countries to examine the problem of human trafficking within their local context and to encourage dialogue about how to combat this crime within the Caribbean region. Trafficking in persons does exist at some level in all of the countries included in this research. The potential for it to grow makes a strong proactive approach in addressing the issue of trafficking in persons important for the Caribbean region.

## **Introduction**

Human trafficking is a rapidly expanding global phenomenon, impacting countries and communities throughout the world. Trafficking in persons involves the recruitment, movement, or harbouring of a person by means of deception, coercion, and/or force in order to exploit that person through sexual exploitation, forced labour, servitude, slavery and/or slavery-like conditions.

The Caribbean is a vibrant and diverse region with dynamic migration flows. Caribbean countries serve as origin, transit and destination for irregular migrants, and the trafficking of human beings is of growing concern. In response to previous working sessions with regional governments on this issue, the International Organization for Migration (IOM) in collaboration with the Inter-American Commission of Women (CIM) of the Organization of American States (OAS) developed a regional programme to assist Caribbean countries in better understanding the scope and nature of trafficking in persons within their own countries and the larger region, and strengthen the capacity of government and communities to respond to this issue. The project's overall objectives include:

1. Raising awareness and informing on the scope, characteristics and risks of trafficking, particularly among vulnerable groups, but also among government authorities, the tourism sector and civil society.
2. Building the capacity of government and non-governmental representatives to identify, assist and protect victims of trafficking, as well as gather relevant and regionally compatible data.
3. Stimulating regional cooperation and statistical information sharing, encouraging the development of counter-trafficking policies/laws, and coordinating counter-trafficking operational procedures.

The scale and context of trafficking in human beings in the seven participating countries- **The Bahamas, Barbados, Guyana, Jamaica, the Netherlands Antilles, St. Lucia and Suriname**- is largely unknown. However, this regional report seeks to clarify the current trafficking context for each country, as well as throughout the region, by providing relevant and current information. Over the course of 2004, a variety of national and regional activities were carried out in the seven countries, including capacity building, research, awareness-raising, and information dissemination in order to strengthen national and regional cooperation.

The Applied Research on Trafficking in Persons within the Caribbean Region project aims to provide an initial exploratory assessment on the current status of trafficking in persons, its level, scope and character, including profiles of traffickers as well as profiles and circumstances of victims when possible. This research is an important step in assisting governments to provide necessary tools to effectively respond to trafficking in persons.

### **What is Trafficking in Persons?**

The definition of trafficking in persons provided in the *United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children*, (herein after referred to as the Protocol) was used to set forth the general framework of this research.<sup>1</sup> According to the Protocol,

“‘Trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

### **General characteristics<sup>2</sup>**

Though trafficking in persons occurs in a variety of ways, depending on the level of organized crime, the legal structure, and the local context, trafficking involves four interrelated parts:

- Recruitment – by force or deception
- Transportation – across borders, legally or illegally, or within a country
- Exploitation – through the use or sale of the victim to benefit the trafficker
- Coercion and Control – debt bondage, threats, physical, verbal or sexual abuse

**Recruitment:** Trafficking in persons often begins with a false promise of an opportunity. In some cases, victims are aware that they are to be employed in a given occupation but are unaware of the conditions under which they will work (*partially deceptive*). In other situations, victims expect to be employed in some form of legitimate activity but are forced into another type of work at the destination point (*fully deceptive*). Some victims are abducted by force (*forcible recruitment*). It should be noted that not all recruitment takes place in the country or community of origin. In some situations, migrants are approached by traffickers with offers of opportunities in communities or countries of transit or destination.

**Transportation:** Typically trafficking in persons includes the movement of a victim from one place to another, although not necessarily across a national border. Victims are often physically and sexually abused and exploited *en route* to the final destination and

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<sup>1</sup> United Nations Office on Drugs and Crime (UNODC) (2000) *Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children*, Available online at: [http://www.unodc.org/unodc/en/trafficking\\_protocol.html](http://www.unodc.org/unodc/en/trafficking_protocol.html).

<sup>2</sup> Some of the material included in this section has been adapted from the *IOM Counter-Trafficking Training Modules* series (2005) forthcoming, Washington DC.

sold or re-sold at each stage of movement. The method of the transportation also varies greatly. Victims may be transported internally and received and harboured in safe houses before being trafficked to the place of exploitation. They may undergo this process through a number of transit locations before reaching the final destination point.

Some victims travel legally, using their own genuine identification and travel documents. Others are covertly smuggled from one country to another, often without any identification documents. Travel can take place by air, land, and/or sea, using public or private carriers. At times, they may travel together with other victims or in combination with irregular migrants that are being smuggled into another country. Victims might be accompanied by members of the trafficking network, who have experience passing through border checkpoints and/or airports. Identity documents are often retained by the traffickers, except when they are required at each border checkpoint. These victims may also travel in a seemingly legal route, but with stolen or false documents supplied to them by the traffickers.

One of the challenges in identifying victims of human trafficking during the transportation element, is that they may not yet realize that they are victims of trafficking, but believe that they are migrating of their own free will, using regular or irregular means, to access an opportunity in a new place. Victims may appear to comply and cooperate with their traffickers, not yet aware of what awaits them upon arrival.

**Exploitation:** Traffickers recruit and transport their victims for the sole purpose of financial gain, either to make large amounts of money from their exploitation or to obtain free services or labour. Exploitation can begin very soon after arrival at the final point of destination.

Since human trafficking occurs in a variety of ways, the local context and specific situation will determine who is most at risk, how traffickers work, and what forms of exploitation are most common. While the nature of exploitation may differ in communities around the world, some common forms include:

- **Sexual exploitation** – streets, bars, brothels, massage parlours, saunas, escort services
- **Forced labour** – agriculture, fishery, sweatshops, manufacturing, catering, construction, mines
- **Domestic servitude**- child care, housekeeping, cooking, gardening
- **Street begging or peddling**
- **Forced military service**
- **Organ removals**

Human trafficking will always reflect one consistent factor – victims will be routed to where the demand exists for their services, where the potential profit of their exploitation is the highest.

**Coercion and Control Mechanisms:** Traffickers control their victims using a variety of methods. Given that the fundamental aim of traffickers is to profit from the exploitation of victims, it is essential that they protect their investment by making sure that the victim will work as instructed and not try to escape. Some victims are physically imprisoned by locks, bars, or guards. More often, victims may seem to have freedom of movement, but are controlled by other means, including physical, sexual, and psychological violence and threats.

Traffickers often exploit the fact that the majority of trafficked victims do not have the money to purchase documents and tickets by agreeing to loan them the funds in advance. It is usually understood that victims will repay the debt from the money that will be earned in the place of destination. This is the creation of **debt bondage** which traffickers use as a coercive means to control and exploit victims. The debt often grows each day and is, in many cases, not related to the actual expenses incurred in relation to the victims' daily needs. Even in cases where victims have been forcibly abducted and transported, they may also find themselves coerced into exploitative activities against their will in order to repay the money spent by one trafficker in purchasing them from the original abductor.

Victims can also be **isolated** linguistically, socially, or by the confiscation of travel and identification documents. Often, traffickers prevent victims from interacting with persons from similar backgrounds and from communicating with persons in their mother tongue, and/ or confiscate the travel and identification documents from victims immediately after arrival at the final destination. This exacerbates their vulnerability as they are deprived of an official identity, and in many cases, this action confirms their illegal immigrant status. This makes it difficult for them to seek help, lodge official complaints or to escape.

Another control mechanism is the **use of violence and fear**. Former victims have reported being beaten and raped, confined, kept in long periods of isolation, deprived of food and water, drugged or forced to consume alcohol or drugs (some becoming addicted), and/or tortured. These abuses may be inflicted as punishment or may be designed to serve as a warning to victims to ensure that they are fully aware of the consequences of any transgression. Sometimes traffickers will abuse or even take the life of one victim in front of others. In cases of sexual exploitation, shame is another powerful mechanism of control. Traffickers may threaten to reveal to victims' families that they are working in the sex industry.

One of the most effective means of control is the **threat of violent reprisals against the victim's family and loved ones** (often still in the country or region of origin). In some instances, victims have been recruited by a member of their own community and even by their own family members. Traffickers will often ensure that they know details about a victim's family circumstances or a close family member. Regardless of the actual amount of information possessed by a trafficker, the threat is very effective, as victims are often unwilling to put their loved ones at risk by misbehaving or trying to escape.

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## **Caribbean Regional Overview**

### **Migration Trends and Mobility in the Caribbean**

#### ***Links with history***

Migration has been a feature of life in the Caribbean from pre-slavery days with movement of the Arawaks and Garifuna between the islands, through slavery and indentureship where there was both forced and voluntary migration. Caribbean migration patterns were greatly influenced by the slave trade. Some have hesitated to call slavery migration, though it involved the transportation of millions of people from one continent to another and led to other migrant flows. Slaves were recruited, transported across the Atlantic, and exploited for their labour. They were treated harshly on the plantations and worked excessively long hours; punishment was a regular part of estate life.

Thousands of African men, women, and children were traded as slaves in the 1600s to work the sugar and cotton producing plantations of the Americas. There was also wide-scale importation of Africans by Europeans into the Caribbean to work primarily on the sugar plantations. International relations in the sixteenth and seventeenth centuries were defined by two major systems – colonialism and slavery. The slave trade was the commercial centrepiece of these systems until 1807 when the British government formally abolished it. After slavery ended, in the 1800s, the large-scale movement of persons into the Caribbean continued with the introduction of East Indians as bonded or indentured estate labour, especially into Guyana and Trinidad and Tobago.<sup>3</sup> Later, emigration from the Caribbean was a strategy used by the former slaves for their socioeconomic improvement.<sup>4</sup>

The Caribbean is a region of extensive migration, with a rate of movement in relation to population that may be one of the highest in the world.<sup>5</sup> Despite migration being “a way of life” in the Caribbean, research on the impact of migration is limited.<sup>6</sup> All states and territories have been affected by inflows and outflows, both historically – through slavery, colonial relationships and industries such as sugar, for example – and currently – via globalization and regular and irregular transnational flows. The cultural histories of Caribbean nations have led to a variety of distinct migratory patterns. The different migration flows are also influenced by the diversity of the region (both culturally and in terms of economic and human development) and by its geographical position.

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<sup>3</sup> Reddock, Rhoda E. (1994) *Women, Labour & Politics in Trinidad & Tobago: A History*, Ian Randle Publishers, Kingston.

<sup>4</sup> Beckley, Hilary (1990) *A History of Barbados from Amerindian Settlement to Nation-State*, Cambridge University Press, New York.

<sup>5</sup> The information from this point in this section was first published in International Organization for Migration (2004) *HIV/AIDS and Mobile Populations in The Caribbean: A Baseline Assessment*, Santo Domingo, June : 4, Available online at: [http://www.iom.int/DOCUMENTS/PUBLICATION/EN/Final\\_Report\\_HIV-AIDS\\_and\\_Mobile\\_Populations\\_in\\_the\\_Caribbean.pdf](http://www.iom.int/DOCUMENTS/PUBLICATION/EN/Final_Report_HIV-AIDS_and_Mobile_Populations_in_the_Caribbean.pdf).

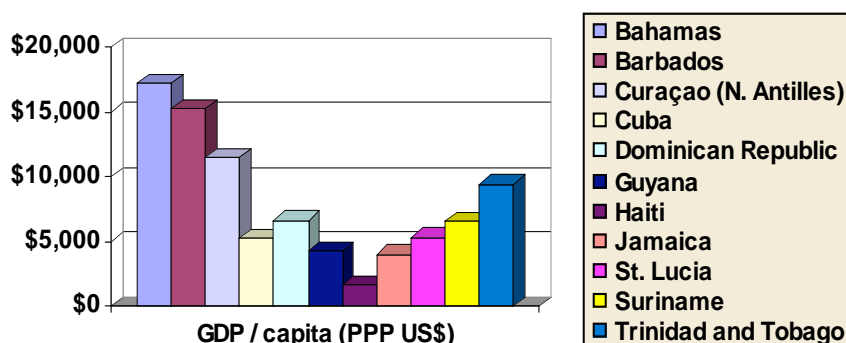
<sup>6</sup> Nankoe, Alia (forthcoming) *Mobility and HIV in the Caribbean*, International Organization for Migration, Geneva.

While other forms of migration occur in the region, there are three primary migration flows in the Caribbean: internal migration (e.g., from a rural area to a city); intra-regional migration (e.g., movement among islands); and outward migration (e.g., movement to Latin America, Europe or North America).<sup>7</sup> Three of the most important factors influencing these flows are socioeconomic inequalities (both within the Caribbean and globally), tourism, and human trafficking.

***Socioeconomic disparity and labour migration***

Migration as a phenomenon is “perceived very positively by Caribbean peoples” and viewed as a strategy for “upward mobility and ‘betterment.’”<sup>8</sup> In some cases, “the proximity of wealthier shores within and outside the region” has stimulated migrants to move in search of economic opportunity. A portion of this migration is intra-regional, with some countries acting as “receiving states” and others producing large numbers of economic migrants.<sup>9</sup> The Caribbean is comprised of high-, middle- and low income countries; gross domestic product (GDP) per capita ranges from \$1,610 in Haiti to \$17,280 in The Bahamas.

**GDP/capita in Select Caribbean Countries**



Source: UNDP *Human Development Report 2004*<sup>10</sup>

Development indicators also vary widely, with life expectancy ranging from 49 to 77 years, and adult literacy rates between 51 to nearly 100 %.<sup>11</sup> Such disparities in quality of life and opportunity are important push factors for migration, and lead to movement both within and out of the region.

<sup>7</sup> Ibid.

<sup>8</sup> Marshall, Dawn (1998) *HIV/AIDS and Mobility in the Caribbean: Policies and Strategic Priorities for Interventions*. Caribbean Consultation on HIV/AIDS: Strategies and Resources for a Coordinated Regional Response, Port-of -Spain, Trinidad and Tobago, 3-June: 11.

<sup>9</sup> International Migration Policy Programme (IMP) (2001) *The International Migration Policy Seminar for the Caribbean Region: Summary of Priority Topics Addressed*. Kingston, Jamaica, 28-31 May: 1-3.

<sup>10</sup> United Nations Development Programme (UNDP), *Human Development Report*, The charts have been updated and modified based on the *2004 Human Development Report*, Available online at: <http://www.undp.org/hdr2004>.

<sup>11</sup> UNDP, *Human Development Report*, 2003.

### **Caribbean Development Indicators**

	Life expectancy at birth (years)	Adult literacy rate (% age 15 and above)
Bahamas	61.7	95.5
Barbados	77.1	99.7
Curaçao (N. Antilles)	75	96.8%
Cuba	76.7	96.9
Dominican Republic	66.7	84.4
Guyana	63.2	96.5
Haiti	49.4	51.9
Jamaica	75.6	87.6
St. Lucia	72.4	94.8
Suriname	71.0	94.0
Trinidad and Tobago	71.4	98.5

Sources: UNDP *Human Development Report* 2004; *Statistical Review Curaçao*, 1999-2001; Pan American Health Organization online [www.paho.org](http://www.paho.org)

Intra-Caribbean labour migration will further be facilitated by the Single Market and Economy (CSME) of the Caribbean Community (CARICOM). CARICOM was established by the Treaty of Chaguaramas, signed 4 July 1973, “to provide dynamic leadership and service, in partnership with Community institutions and groups, towards the attainment of a viable, internationally competitive and sustainable Community, with improved quality of life for all.” Current CARICOM members include Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, and Trinidad and Tobago. The CSME envisions a Caribbean “without barriers, strengthened by its collective resources and opportunities.” Free movement of persons is not yet a reality in the region, although CARICOM has approved regulations that allow for the free movement of business people, artists, sportspersons, and some categories of students; the movement of other groups has been under discussion for several years. Free trade and free movement of capital are slowly being implemented.<sup>12</sup>

In addition to intra-regional migration, labour migrants also travel to non-Caribbean countries in search of economic opportunity. Europe, the United States (US) and Canada are important destinations for this type of migration. Policies based on ties with former colonies and work programmes to meet shortages of professionals (such as health workers in the US) have also traditionally influenced these flows.

Labour migration has had both positive and negative effects on the Caribbean. Intra-regional flows have helped support the increasingly important tourism industry that sustains many economies in the region. Migrants who have established themselves in countries outside the region send significant quantities of money to their home countries

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<sup>12</sup> Caribbean Community (CARICOM) Secretariat (2003).

in the form of remittances, an important contribution to the economy of many Caribbean states. One serious problem related to the migratory outflows of the Caribbean, however, is the departure of professionals, also known as “brain drain.” The loss of professionals to developed countries has been identified as a major challenge for the Caribbean.<sup>13</sup>

At a recent meeting of the Pan Caribbean Partnership Against AIDS (PANCAP), the migration of skilled labour, particularly medical personnel such as nurses, was discussed as a problem requiring a regional response.<sup>14</sup> Brain drain not only results in shortages of professionals in certain sectors in the home country, but is also a drain on resources – less wealthy countries educate and train their nationals only to see them migrate elsewhere to put those skills to use. In the English-speaking Caribbean, the loss of skilled workers has “contributed to a growing sense that West Indians have borne the costs of a part of the US and Canadian skilled labour needs.” In Jamaica and Trinidad, the loss of nurses is creating serious problems.<sup>15</sup>

In addition to the loss of professionals, labour migration has other consequences on the region, particularly when the migration is irregular. Many countries in the Caribbean receive boatloads of migrants attempting to illegally enter wealthier neighbouring countries. The policies regarding irregular migration differ across the region, but the responsibility to save lives, identify those in need of protection (such as asylum-seekers and the victims of trafficking), while effectively enforcing national migration policies and border control is extremely challenging.

### ***Tourism***

The largest movement of people in the Caribbean is movement into the region by recreational visitors, more than 20 million people annually according to the Caribbean Tourism Organization (CTO).<sup>16</sup> The natural beauty of the region has created an industry that sustains many of the Caribbean’s people, contributing half the GDP in some countries.<sup>17</sup> Relative to other regions in the world, the Caribbean has the “highest level of dependence” on the tourism industry.<sup>18</sup> Labour migration within the region is also linked to the industry, with migrant-receiving countries often being distinguished by economies based on tourism.<sup>19</sup> Immigration to such states has actually caused some microstates to experience significant population growth.<sup>20</sup> The importance of tourism in the region has also led to a related phenomenon, tourism-oriented prostitution.

### ***Irregular migration***

The highly mobile Caribbean region is affected not only by regular migration but also by irregular migrant flows, including human smuggling and trafficking. Trafficking and

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<sup>13</sup> Nankoe forthcoming.

<sup>14</sup> Greene, 2003.

<sup>15</sup> IMP, 2001: 3

<sup>16</sup> Marshall, op. cit., 1998: 4

<sup>17</sup> Dixon 2000 as quoted in Nankoe, op. cit., forthcoming

<sup>18</sup> Allen, Caroline, Roger McLean and Keith Nurse (2004) “The Caribbean, HIV/AIDS and Security,” in *Caribbean Security in the Age of Terror*, Ian Randle Press, Jamaica: 15.

<sup>19</sup> Marshall, op. cit., 1998: 16

<sup>20</sup> Marshall, op. cit., 1998: 11

smuggling are some of the most serious and urgent challenges facing migration policy-makers and practitioners today. Predominately affecting the most vulnerable (particularly women and children in the case of trafficking), trafficking and smuggling are rooted in the problems of poverty and lack of opportunity, marginalization, and violence. Smuggling often occurs as irregular migrants attempt to cross borders otherwise closed to them. Trafficking occurs for a variety of reasons, including sexual or labour exploitation, forced military conscription, domestic servitude, false adoption, forced marriage and the sale of organs. The consequences of these irregular migration flows are often devastating, both for irregular migrants and for the larger society. Increased irregular migration, the presence of criminal organizations, and problems with national security are some of the consequences for countries of origin, transit, and destination. Broader implications include the general decline in the health and well-being of communities affected by these activities.

Trafficking and smuggling routes cross the globe, affecting all regions. As a region of origin, transit, and destination, the Caribbean is beset by complex irregular migration flows. Smuggling and trafficking occur between and within Caribbean countries, and irregular migration movements link the region to other parts of the world, including Central and South America, Europe, and Asia. The US and Canada are typically preferred destinations. Though data on the levels of irregular migration is difficult to obtain, Caribbean states are particularly susceptible to irregular migratory movements due to their “exposed geographical positioning” and “porous borders.”<sup>21</sup> The pressure these illicit activities place on countries in the region is immense. With limited resources and while facing a range of other political and developmental challenges, countries are confronted with the specific problems associated with human smuggling and trafficking – the need to prosecute traffickers, and to identify and assist victims of trafficking while managing borders and preventing illegal movement.

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<sup>21</sup> Ibid: 2



## **Methodology**

Through a combination of quantitative and qualitative methods, this exploratory research contributes to an increased understanding of the scope and context related to trafficking in persons in the Caribbean region, especially in the countries of concern to this study. The applied research consisted of four key components designed to provide a targeted assessment of the current situation within the seven participating countries.

*Component I* consisted of gathering general research to provide an overview of the current understanding of human trafficking in the Caribbean region. This initial literature review was provided to the national researchers as a starting point for country-specific literature of the seven participating countries.

*Component II* consisted of legal research contracted to the Institute for the Study of International Migration, Georgetown University in Washington, DC. The legal research methodology consisted of three parts: data collection, data analysis (content analysis of complied legislations, legal codes, and legal mechanisms to prevent trafficking, prosecute offenders, and protect and assist victims), and synthesis of collected information, including a set of recommendations for policy development at the national and regional levels.

*Component III* consisted of a field assessment conducted by national researchers within each country (national research objectives can be found in Appendix C). This component used a literature review, statistical review, media review, a national survey, and key informant interviews to provide an exploratory assessment of the current context of trafficking within each country. Each national researcher's analysis aimed to identify current strengths and gaps, and make recommendations to address gaps where found.

**Literature Review:** The national researchers examined official relevant national policy and law documents, NGO reports as well as international legal documents. This process also entailed a media review of any coverage, or lack thereof, on the subject of trafficking in persons. This literature review was carried out in addition to the general overview of trafficking in the Caribbean region and annotated literature review conducted by IOM.

**Statistical Review:** Special attention was paid to statistical information regarding trafficking. Researchers sought to clarify if there were any direct statistics available on trafficking in persons within the country. These statistics could include the following information:

- a. Number of persons trafficked, disaggregated by sex, age, nationality
- b. Number of arrests, investigations, convictions for trafficking in persons, and other related crimes with disaggregated data on sex, age, nationality, age of defendant, sex of defendant, nationality of defendant, summary of facts, and sentence.

In most cases direct statistics on trafficking were not available, and researchers focused on statistics indirectly related to trafficking, which included, when available:

- a. Number of sex workers (legal, illegal) disaggregated by sex, age, nationality
- b. Number of known or licensed establishments related to the sex industry including a breakdown of type of activity (brothel, exotic dancing, etc.), including official and unofficial records.
- c. Number of entertainment/artist/prostitution visas issued and disaggregated by sex, age, nationality.
- d. Number of visas for unaccompanied minors disaggregated by sex, age, nationality.
- e. Number of deportations and repatriations disaggregated by sex, age, nationality.
- f. Health statistics of commercial sex workers.
- g. Any statistics on missing children disaggregated by sex, age.
- h. Number of assistance requests made to consular office/embassy for assistance with missing persons.
- i. Number of consular facilitated repatriations disaggregated by sex, age, nationality.
- j. Number of deportations linked to prostitution related convictions.

**Primary Data Collection:** Researchers obtained information using survey and questionnaire tools. A standardized national survey (for conceptual information) (Appendix A) was administered to all participants at each country's national seminar on trafficking in persons. In addition, a standardized data collection tool on types of key statistical data and a standardized interview questionnaire for key informant interviews were designed (Appendix B). Key informant interviews were conducted with law enforcement officials, immigration and/or customs officials, social service representatives, health workers, government agencies, NGOs, international organizations, and other relevant parties thought to have information on human trafficking in the region. At a minimum, **each national researcher conducted a minimum of 20 key informant interviews.**

These key informants comprised of individuals and organizations who are important partners in strengthening the collaborative framework required to combat trafficking in persons. The breakdown of the type of key informant interviews among different target countries was identified by the national researcher and coordinated with the IOM project manager. Considerations were made to ensure that the assessment included all relevant sectors as much as possible. Key informant interviews were conducted to provide a more expansive assessment of the flows of trafficking in persons into, among, and outside the Caribbean region.



## *Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

*Component IV* consisted of two stages. The first was the development of a final country report for each of the seven countries, written by IOM, which compiled information from the national researcher country reports, along with additional data gathered by IOM. These reports provide exploratory information on the scope and context of human trafficking within each country, identify the current response by government and civil society organizations to respond to the issue, and make specific policy and programmatic recommendations customized to each country's unique situation. The second stage was the compilation of the present regional report which compiles the findings and analysis obtained from all three previous *Components* into an exploratory analysis of the scope and context of trafficking in persons within **The Bahamas, Barbados, Guyana, Jamaica, the Netherlands Antilles, St. Lucia, and Suriname**. The regional report also includes specific policy and programme recommendations at regional level.

While national researchers were provided with a standardized methodology as described above, each country's context led to differences in the research across countries included in this study. Country-specific data collecting details – including the location and description of key informants, the research team, and country specific limitations – are included in Appendix D.



### **Individual Country Reports**

The following country reports provide an overview of trafficking in persons in **The Bahamas, Barbados, Guyana, Jamaica, the Netherlands Antilles, St. Lucia, and Suriname**. Overall, this exploratory research does not indicate widespread human trafficking in the Caribbean region. However, the information obtained through various components, while not allowing for any overall estimates on the magnitude of the problem, has identified cases of human trafficking in all of the targeted countries. The information provided in this regional report outlines a profile of alleged victims and offers some scenarios of the trafficking process. A cross-country regional analysis of this information is included following the country chapters.

*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

## **The Bahamas**

### **Main Findings: Literature and Statistical Reviews and the National Survey**

Neither the government of The Bahamas, international organizations, nor the NGO community has statistics on trafficking in persons in The Bahamas. Despite this, information on migration, tourism, prostitution, economics, labour, and human rights is available. When analyzed in the context of human trafficking, the intersection of some or all of these factors helps paint a clearer picture of an environment in which human trafficking may exist.

The Bahamian economy is characterized as a service economy, earning the majority of its Gross Domestic Product (GDP) from its tourism industry, which accounts for roughly 60% of GDP, followed by the banking and finance industry, which accounts for 20% of GDP.<sup>22</sup> The service and banking sectors have enabled the country to experience significant economic growth over the past three decades with incomes rising from \$1,943 in 1973 to \$16,400 in 2003.<sup>23</sup> Tourism employs approximately two-thirds of the population, with much of the tourism coming from the United States.

However, as a developing country, the nation still struggles with a dependence on foreign trade, lack of economic diversification, inefficient institutions, and an increasing rural-urban drift. This drift has taken the form of migration between the islands from the rural family islands to the urban centres of Nassau or Freeport. Of late, the scale of migration between Caribbean nations has increased significantly as people look to escape impoverished country situations characterized by low employment opportunities, monetary devaluation, gender disparities, and lack of institutional accountability.<sup>24</sup> In the supply and demand nexus, The Bahamas is on the demand side of cheap labour. On the supply side, cheap labour comes principally from Haiti, Jamaica, and Cuba, often in irregular flows. These are recognized to be poorer countries, with currencies of low value, and high unemployment compared to The Bahamas.

### ***The link between irregular migration and human trafficking in The Bahamas***

In the case of irregular migrants in The Bahamas, many people willingly seek out smugglers to help them relocate to The Bahamas, to fulfil aspirations of finding a better life. Human smuggling and irregular migration are relevant to trafficking in persons because of the vulnerability of those migrants. They can sometimes fall prey to unscrupulous people who seek to exploit them due to their situation. Many irregular migrants working in The Bahamas find employment in the agricultural or construction sectors, and in prostitution as a means of self-employment and/or survival.

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<sup>22</sup> Higgins, J. Kevin (2004) *The Central Bank of The Bahamas and The Bahamian Economy: An Analysis*, The Counsellors Ltd., Nassau, Available online at: <http://bahamaweb.com/pds/publications.htm>.

<sup>23</sup> Ibid.

<sup>24</sup> Bahamas Immigration Department (2004).

The proximity of the northwest and the southeast of The Bahamas to Florida, Haiti, Jamaica, and Cuba respectively is a key factor contributing to irregular migration. Statistics indicate that 6,298 irregular Haitian migrants and 954 irregular Jamaican migrants were repatriated in 2001; 5,462 Haitians and 551 Jamaicans in 2002; 3,512 Haitians and 606 Jamaicans in 2003; and during the first 10 months of 2004, 1,747 Haitians and 247 Jamaicans were repatriated.<sup>25</sup> These figures exceed, by far, all other quantities of repatriated nationalities.

Despite the fact that, based on these statistics, Haitians comprise the largest undocumented population in The Bahamas, estimates on the size of this population vary. The Grand Bahama Human Rights Committee estimates that the total size of the Haitian population is 40,000-75,000.<sup>26</sup> This is based on the perception that Haitians comprise about a quarter of the Bahamian population of 300,000. Research on Haitians in The Bahamas has shown that there are approximately 5,000 registered Haitian migrant workers with 13,000 dependent family members.<sup>27</sup> Thus, if one compares the official statistics on legal migrants with estimates of the total population, there are 20,000-50,000 Haitians living in The Bahamas as undocumented migrants. Haitians and Jamaicans tend to be less transient than Cubans, who often arrive in The Bahamas in transit to the United States.

#### ***Irregular migrants and forced labour***

The Bahamian cultural stigma associated with certain types of employment such as agricultural work, domestic work, and manual construction labour has created a demand for “cheap labour” – a gap that has been filled by irregular migrants, and in many cases Haitians, in search of paid employment. The popular term “my Haitian,” which refers to Haitians employed as domestic labour in many Bahamian households, exemplifies how this thought pervades society. As irregular migrants, the risk of exposure leaves them extremely vulnerable to unscrupulous employers. This vulnerability opens the door to abuse and exploitation in the form of low wages, long hours, and the forced performance of more duties than what was initially agreed upon. Thus, while irregular migrants may come to The Bahamas voluntarily, the vulnerabilities that motivated them to leave their homeland may render them susceptible to exploitation upon arrival in The Bahamas. Often, the victim views such circumstances as preferable to returning to the situation they left.

#### ***Tourism, gender, the sex industry, and human trafficking***

With tourism being the main industry in The Bahamas, it is important to analyze the labour demands of the industry including sex work, and the association of such work with women and girls; the socioeconomic diversity of women in sex tourism, and the relationship between the sex industry and human trafficking. Research conducted by the International Labour Organization (ILO) indicates that “sweethearting” between girls and

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<sup>25</sup> Ibid.

<sup>26</sup> Ferguson, James (2003) *Migration in the Caribbean: Haiti, the Dominican Republic and Beyond*, Minority Rights Group International, July : 24, Available online at: <http://www.minorityrights.org/admin/Download/pdf/MRGC CaribbeanReport.pdf>.

<sup>27</sup> Ibid: 24.

older men, in some cases tourists, occurs in The Bahamas.<sup>28</sup> Reports consisted of girls under 16, some as young as 12, being involved in various forms of commercial sexual activity. A few cases of sexual exploitation of boys, young men, and girls where the adults involved were of the same sex as the child were also identified.<sup>29</sup>

The interrelation between tourism and prostitution provides another platform of analysis of The Bahamas. What is known is that prostitutes are a part of an industry. Industries need human resources. Many note the impact, both physically and emotionally, on women working in the sex industry.<sup>30</sup> As well, a deeper understanding of how both industries intersect and the ramifications of trafficking of in The Bahamas is necessary. There is currently a lack of information about this dimension.

### ***Child labour and child trafficking***

The association between child trafficking for forced labour and/or prostitution in The Bahamas is not strongly established in this study. However, research conducted by the International Labour Organization (ILO) indicates an environment of exploitation exists. This, in turn, could foster trafficking in children, at least on a small scale. Research findings of a Rapid Assessment Study conducted by the ILO are that in a population of 108,000 under 18 years, 9,885 teenagers aged 15-19 are economically active in The Bahamas.<sup>31</sup> “Of the 52 reports of children and young persons involved in the worse forms of child labour with locals, 4 were related to ‘slavery/bondage’ (sexual exploitation of children through incestuous relationships), 9 to illicit activities, 4 to hazardous activities, and 35 to commercial sexual activity.”<sup>32</sup> Twenty-eight work activities were linked with tourism.<sup>33</sup>

According to the report, those involved in “hazardous activities” included those that worked late (up to 1:00 a.m.) as dishwashers in restaurants, “and as a result, were exposed to sexual abuse and robbery on their way home.”<sup>34</sup> As well, vulnerabilities were reported among boys who worked long hours at night in craw fishing and crabbing. Boys between 13-17 years old were reportedly involved in illicit activities such as the selling or peddling of drugs, being a drug “outlook,” and theft/housebreaking.<sup>35</sup> Of the 52 cases cited, the majority (35) associated with the worse forms of child labour included involvement in commercial sexual activity.

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<sup>28</sup> The International Labour Organization (2002) *Child Labour in The Bahamas: Summary of Research Findings based on a Rapid Assessment Study* by the International Labour Organization, Caribbean Office: 2, Available online at: [http://www.ilocarib.org.tt/infosources/child\\_labour/fact\\_sheets/BahmsFS.pdf](http://www.ilocarib.org.tt/infosources/child_labour/fact_sheets/BahmsFS.pdf).

<sup>29</sup> Ibid: 2.

<sup>30</sup> Hughes, Donna (2000) “The ‘Natasha’ Trade: The Transnational Shadow Market of Trafficking in Women.” *Journal of International Affairs*. Spring, Available online at: <http://www.uri.edu/artsci/wms/hughes/natasha.htm>.

<sup>31</sup> Dunn, Leith, L. (2002) *The Bahamas, The Situation of Children in the Worst Forms of Child Labour in a Tourism Economy: A Rapid Assessment*, December, Available online at: [http://www.ilocarib.org.tt/infosources/child\\_labour/rapid\\_assessment/RABahamas.pdf](http://www.ilocarib.org.tt/infosources/child_labour/rapid_assessment/RABahamas.pdf).

<sup>32</sup> ILO, opt. ct., 2002a: 2.

<sup>33</sup> Dunn, opt. ct., 2002: 6.

<sup>34</sup> Ibid.

<sup>35</sup> Ibid.

The working children were found to live in communities of lower than average incomes and lower standards of living and housing with higher than average levels of unemployment and poverty such as Bain Town and Grants Town in Nassau. In Grand Bahama, working children were from Eight Mile Rock and Pinders Point which are low income areas outside of Freeport, populated by Haitian immigrants or their descendants.<sup>36</sup> Migration statistics show that the majority of persons entering The Bahamas are Haitian children between the ages of 0-14, apparently travelling with a parent or relative. Although most live in New Providence, the majority of migrants to Abaco are Haitian female children (383), males (365) followed by Grand Bahama with more males (351) than females (308), and Eleuthera with a female majority.<sup>37</sup>

### **National Survey**

When asked what trafficking in persons is, approximately 83% of the respondents correctly addressed at least one of the three elements of trafficking in persons in their definitions, with 22% naming all elements correctly. The respondents were roughly split on whether or not they believed trafficking in persons was a problem in The Bahamas, with approximately 51% saying yes and 43% saying no. Those that responded affirmatively stated that trafficking victims were both men and women between the ages of 18 and 40. They were thought to be predominantly in forced labour (23%) and domestic servitude (45%). According to the respondents, most of the victims were from Jamaica and Haiti.

21.6%	Jamaica	5.4%	West Indies/Caribbean
21.6%	Haiti	8.10%	Cuba
5.4%	China/Asia ( <i>including India</i> )	5.4%	Dominican Republic
8.10%	Africa	2.7%	Guyana
8.10%	Central & South America	13.5%	No Response

A vast majority, 79%, were unaware of people being trafficked from The Bahamas to another country. The same percentage was not aware of anyone in The Bahamas being accused of human trafficking. Most of the respondents (85%) were unaware of victims speaking about the circumstances of their exploitation with other individuals.

Fifty-five percent of the respondents said that The Bahamas had laws to address forced labour, forced prostitution, and child labour. When asked if any government or non-governmental organizations were addressing trafficking in persons in the country, 48% responded affirmatively. Of these, the Ministry of Labour and Immigration was named most often, receiving 24% of the responses. In terms of how well this response is working, 58% of the respondents did not answer the question. This could possibly indicate unfamiliarity with the issue, especially within the government, which accounted for over 88% of the respondents.

<sup>36</sup> Ibid: 2-3.

<sup>37</sup> Bahamas Immigration Department (2004).



### **Main Findings: Key Informant Interviews**

The following section presents an analysis of the 40 key informant interviews conducted by the research team. In addition, the researchers interviewed the OAS Representative and the Haitian Ambassador to discuss trafficking in persons as related to The Bahamas. Human trafficking indications obtained in this preliminary study cannot be generalized, as the sample was small, unrepresentative, and the selection was purposive. The data collected through the interviews do not provide grounds for assessing the full scale of the problem. Nevertheless, the information obtained and presented in the following paragraphs suggests some human trafficking exists in The Bahamas.

### **General Characteristics of the Phenomenon in The Bahamas**

#### ***Types of exploitation***

Labour exploitation, migrant smuggling and human trafficking were all mentioned by key informants as taking place in The Bahamas. At times, informants would confuse terminology and call a situation human trafficking when the description was more related to smuggling or labour exploitation. However, over half of the key informants correctly understood trafficking in persons. While human trafficking was not perceived by key informants as a widespread problem, the collective indication from the interviews is that it does exist.

#### ***Links to forced labour and domestic servitude***

In New Providence, where approximately half of the key informant interviews were conducted, 50% of those informants answered that they were aware of migrants who had been forced to work in dangerous or poor conditions in The Bahamas. One informant stated that it is “pretty widespread. For example...the squatter’s area was allowed to develop in squalid conditions, but the Haitians were required to work in these areas.”<sup>38</sup> Another informant stated, “This is quite widespread. Sometimes the men in construction [come] here to work for months without any pay.” The informant knew of a particular family who could not “pay their light bill or water bill so they have to live without these utilities. Some women in sex work are beaten and cursed and open to disease.”<sup>39</sup> However, 66.7% (of 20) said that the problem of people being forced to work in poor conditions was not widespread. One that said they were aware of these situations noted that it is, “not very widespread. They work in the usual areas like agriculture.”<sup>40</sup>

In New Providence, Abaco, and Eluethera 18%, 22%, and 50% of the key informants respectively were aware of forced labour situations. In The Bahamas, trafficked persons for forced labour are thought to be employed largely for domestic servitude, agricultural, and construction purposes. Approximately 32% of the key informants from New Providence thought that forced domestic servitude existed. One replied, “In a case of another friend [she] was forced to work again for little pay. She lived with the family working for 3 or 4 months now.”<sup>41</sup> An informant that was familiar with trafficking in The

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<sup>38</sup> Key informant interview, The Bahamas.

<sup>39</sup> Key informant interview, The Bahamas.

<sup>40</sup> Key informant interview, The Bahamas.

<sup>41</sup> Key informant interview, The Bahamas.

Bahamas believed that trafficked persons endure significant forms of abuse and exploitation and typically receive low wages, work long hours, and are often forced to perform more duties than what was initially agreed upon.<sup>42</sup> Two other informants believed that the lack of proper documents makes trafficked persons vulnerable, often being threatened with deportation.<sup>43</sup>

When asked if the trade in human beings is linked to the demand for cheap domestic labour, many informants believed it was related.<sup>44</sup> One informant answered, “Yes; definitely. For one-us Bahamians would not work for them under these circumstances, e.g. 7 days per week, no day off and paying below the minimum wage. The law does not include domestic workers in their minimum wage category and people (employers) take advantage of this fact.”<sup>45</sup> Another informant stated, “There is a lot of that going on here. Exploiting them for cheap labour. For example in construction. They work harder for less pay.”<sup>46</sup>

### ***Links to forced prostitution***

The key informants were less aware of forced prostitution situations. For example, none of the key informants from Abaco, Eluethera, or Grand Bahama knew of forced prostitution cases.<sup>47</sup> In New Providence, only 13.6 % of the key informants affirmatively attested to having knowledge of forced prostitution in The Bahamas.

One informant gave the following example:

“Last year three youngsters were brought in ostensibly to visit (18 age average) but were being forced into prostitution. Another was a 14 year old Jamaican girl who ...[was] agreeing to service men and participate in [a] sex orgy with the woman and her husband after being brought in ostensibly on a visit. The aunt brought her in and left her and got on to the USA. She was sold by the Aunt.”<sup>48</sup>

In terms of the links between human trafficking and sex tourism, a few informants believed it was linked.<sup>49</sup> One of these informants responded, “There is a link but [I] don’t know the extent. The street walkers are the least of the problem. It’s a more sophisticated non-visible level of sex tourism such as temporary migration where people are brought in to cater to certain tastes and preferences. The cruise ship[s] play a role in this.”<sup>50</sup>

Two informants described a situation where prostitutes from America and Europe, who enter legally and voluntarily, offer their services to male tourist.<sup>51</sup> One informant told of

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<sup>42</sup> Key informant interview, The Bahamas.

<sup>43</sup> Key informant interviews, The Bahamas.

<sup>44</sup> Key informant interviews, The Bahamas.

<sup>45</sup> Key informant interview, The Bahamas.

<sup>46</sup> Key informant interview, The Bahamas.

<sup>47</sup> Key informant interviews, The Bahamas.

<sup>48</sup> Key informant interview, The Bahamas.

<sup>49</sup> Key informant interviews, The Bahamas.

<sup>50</sup> Key informant interview, The Bahamas.

<sup>51</sup> Key informant interviews, The Bahamas.

Haitians, Americans and Jamaicans performing sexual favours for Bahamians and tourists in clubs and private homes in Abaco.<sup>52</sup> While this scenario may be indicative of prostitution it is not necessarily trafficking for forced prostitution.

## **General Mechanisms Involved in Human Trafficking**

### ***Transportation and recruitment to The Bahamas***

The responses of the key informants pertaining to transportation seemed to be focused on how immigrants are smuggled into or enter The Bahamas illegally. However, this information can be used to extrapolate the methods by which human trafficking could be taking place. Two informants mentioned networks between Bahamians and Haitians who organize efforts to bring Haitians into the country with the assistance of Bahamian immigration officers.<sup>53</sup> Two key informants also alleged that Haitians in Haiti who own boats offer their fellow countrymen the opportunity to be transported to The Bahamas for a fee. One mentioned the use of a plane to transport Haitians to The Bahamas.<sup>54</sup>

One informant alleged that the American Embassy in Haiti was selling visas, while another stated that the US Embassy and Bahamian immigration officials from the former PLP government in The Bahamas may be involved in facilitating the movement of persons between the US and The Bahamas.<sup>55</sup> Another informant noted that American yacht owners have sophisticated navigation equipment and some may be involved in navigating waters for those who smuggle or traffic persons into The Bahamas. In another instance, an informant mentioned that some girls, including one who was about 16, were “helped by a white American man,” who allegedly owned a boat in order to get to Miami.<sup>56</sup>

### ***Responses from New Providence Interviews (20)***

The organization of the process of smuggling and/or trafficking is believed to take on many forms depending on the circumstances. A mechanism mentioned by one informant outlines a Dominican man living in The Bahamas who is contacted by cell phone by persons from the Dominican Republic wanting to come to The Bahamas. A charter flight is normally arranged with the full knowledge of the Bahamian Immigration authorities who then receive payment from the Dominican man for facilitating their entry. Once persons have safely entered the country, payment is made to the Dominican man by those who were smuggled. He then adopts a new number and name.

### ***Responses from Abaco Interviews (11)***

Captains of boats and planes are alleged to go around to countries such as Haiti and the Dominican Republic, often advertising jobs in Nassau on large farms. Boats are often filled beyond capacity; sometimes they sink. The free health care system is also promoted in trying to entice people to make the journey.

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<sup>52</sup> Key informant interview, The Bahamas.

<sup>53</sup> Key informant interviews, The Bahamas.

<sup>54</sup> Key informant interviews, The Bahamas.

<sup>55</sup> Key informant interview, The Bahamas.

<sup>56</sup> Key informant interviews, The Bahamas.

It was generally stated that Bahamians play a lead role in the irregular movement of migrants, although there are many Bahamian/Haitian networks established to facilitate these movements. Many Haitians also own boats and offer their countrymen the opportunity to go to The Bahamas for a fee; word of mouth in these circles also facilitate the journeys. Most informants felt that both Bahamians and Haitians benefit – Bahamian smugglers benefit monetarily and the country benefits from the work the Haitians do. Haitian smugglers and migrants are also believed to benefit. Smugglers benefit monetarily, while migrants are able to work in The Bahamas and earn a living that they would have been able to in Haiti.

*Responses from Eleuthera Interviews (8)*

It was generally stated that the boat owners are the ones who benefit most, receiving large sums of money (\$5000 per trip); there are locals (Bahamians) who network with people in various countries (Haiti, DR) to arrange transport. Immigrants who have established their residency also arrange transport for people back in their home country. The Bahamas immigration officers are alleged to “clear” illegal migrants for a fee to make extra money. One person said that the employer benefits because they save money due to hiring cheap labour and the migrant makes money to send home.

Four key informants mentioned agencies in Haiti that advertise and promote the opportunities for work (large farms needing workers) available to Haitians wishing to travel to The Bahamas. These agencies are alleged to arrange the boat trips and make contact with the Bahamian immigration officials to ensure safe entry into the country.<sup>57</sup> Another informant stated that word of mouth in these circles also contributes to the trafficking process.<sup>58</sup>

According to one informant, the Sunday editions of the Jamaica Gleaner Newspaper carry telephone numbers that a person can call to arrange a trip out of country. The caller receives a call back and a trip to another country is sold to them via phone. Immigration officers were said to be connected to these network as they are integral in facilitating the trip.<sup>59</sup>

***Profile of traffickers***

Very little is known about the traffickers although four key informants have alluded to the involvement of immigration officers, police and the countrymen of those being trafficked.<sup>60</sup>

***Profile of victims***

A few cases informed that some trafficked persons were employed as domestic workers but were subsequently forced to perform sexual favours. Some 15 key informants mentioned people being promised a salary and receiving little or no money for their

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<sup>57</sup> Key informant interviews, The Bahamas.

<sup>58</sup> Key informant interview, The Bahamas.

<sup>59</sup> Key informant interview, The Bahamas.

<sup>60</sup> Key informant interviews, The Bahamas.

efforts. This seemed to be the case mostly for men as opposed to women. One told of a case involving a live-in woman domestic worker who remained unpaid for several months after being employed with a family. Another, mentioned a Jamaican live-in domestic worker who remained unpaid and had her passport taken from her by her employer. She was also threatened to be sent to the Detention Centre if she refused to work the long hours demanded of her.

When informants were asked if they were aware of men being exploited in cases of human trafficking, fourteen replied in the affirmative.<sup>61</sup> One respondent alleged, “Yes, men are brought over with their wives as couples to work in homes. They are brought over paid for and work all day, all night. They have to do everything for these families they work for. No time off, no privacy.”<sup>62</sup> One informant knew of “young boys [and] young men – in construction/prostitution,” and another of “possible sexual exploitation.”<sup>63</sup> As many of these men are thought to be irregular migrants, threats of exposure to immigration and extortion were also alleged to be taking place.<sup>64</sup>

However, it is difficult to discern how many of the cases described by informants were human trafficking and how many were labour exploitation. As two informants responded being overworked, underpaid, and having to do more work that was agreed upon is typical; “This is the case for most men.”<sup>65</sup>

#### ***Human trafficking and drug trafficking***

Nine key informants believed that human trafficking and drug trafficking in The Bahamas are linked.<sup>66</sup> One of these informants believed that there is a “strong connection; people who bring humans also bring drugs. If central government is weak people will do anything to survive.”<sup>67</sup> One key informant suggested that because The Bahamas is implicated in the trade in drugs, trafficking in persons is a natural progression.<sup>68</sup> There was awareness among informants of trafficking in drugs and of smuggling of all sorts – drugs, humans, exotic plants, animals and arms.<sup>69</sup> The infrastructure for trafficking in persons and goods is believed similar in the case of The Bahamas. For instance, two key informants indicated the use of boats to transport people from Haiti to The Bahamas. The US Government estimates that some 10 to 15 % of the cocaine that is detected on its way to the US arrives in The Bahamas by “go-fast” boats from Jamaica.<sup>70</sup> As an archipelago, surveillance is difficult, thus facilitating the illegal drug trade. The possibility exists for the same criminal organizations to extend their

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<sup>61</sup> Key informant interviews, The Bahamas.

<sup>62</sup> Key informant interview, The Bahamas.

<sup>63</sup> Key informant interviews, The Bahamas.

<sup>64</sup> Key informant interview, The Bahamas.

<sup>65</sup> Key informant interviews, The Bahamas.

<sup>66</sup> Key informant interviews, The Bahamas.

<sup>67</sup> Key informant interview, The Bahamas.

<sup>68</sup> Key informant interview, The Bahamas.

<sup>69</sup> Bahamas Drug Information System (2001) *Annual National Report*.

<sup>70</sup> Key informant interviews, The Bahamas; United Nations Office on Drugs and Crime (2003) *Illegal Drug Trade in the Caribbean: Trends 2000-2001*, Available online at: [http://www.unodc.org/pdf/barbados/caribbean\\_drug-trends\\_2001-2002.pdf](http://www.unodc.org/pdf/barbados/caribbean_drug-trends_2001-2002.pdf).

services and networks to human trafficking which may be more lucrative, less detectable, and less risky.

### **Media Review**

The media review for The Bahamas incorporated interviews with journalists from the country's two major daily newspapers, *The Nassau Guardian* and *The Tribune* as well as the newer daily newspaper, *The Bahama Journal*. Beyond newspapers the review included Love 97 FM radio station (owned and run by the same operators as *The Bahama Journal* newspaper), Island FM radio station, and ZNS, the government-owned radio and television station. Archives of these organizations were also researched for stories related to trafficking in persons.

Every reporter interviewed for the media review had at least three years of work experience. Without exception, the national research team had to explain what trafficking in persons involved and how it differed from human smuggling. In most cases, the reporter said they had covered nothing on the subject directly, and did not think their employer had either. While some of the journalists interviewed suspected cases of migrant exploitation, they all felt it was not a major problem in The Bahamas. If it was, they felt it was very well hidden. Except for several articles on the IOM workshop held in June of 2004 at the Nassau Beach Hotel with support from the Ministry of Social Service and Community Development, and the Ministry of Labour and Immigration, there were no stories found about trafficking in persons in The Bahamas.

The most common articles related to migration throughout the Bahamian media organizations described immigrants caught trying to enter The Bahamas. These follow the same format in most media:<sup>71</sup>

- number of immigrants stopped,
- where they have come from,
- where they were caught,
- the circumstances which led to their departure (when outside the usual economic and political reasons).

Most often these stories come in the form of a press release issued by the Royal Bahamas Defence Force (marine force) or from the Ministry of Labour and Immigration. When a large number of immigrants are apprehended (most often on a boat or boats), the Royal Bahamas Defence Force (RBDF) will often hold a press conference at whichever dock the RBDF takes their boat. At these conferences, the reporters sometimes interview the immigrants and those involved in their apprehension, but more often than not the stories are based entirely on a press release less than a page long. If the number of immigrants is large (more than 50) or circumstances surrounding the apprehension are unusual (extreme conditions on the boat, many boats captured at same time, contraband found on vessel), reporters will interview the government or representatives of non-governmental organizations.

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<sup>71</sup> Poitier, Khashan (2002) "Dead person among 41 Haitian illegals found, Overview: A group of illegal Haitian immigrants apprehended by Defence Force," *The Nassau Guardian*, 20 December.

The media review did uncover examples of migrant exploitation and abuse. For instance, in March of 2004, a Bahamian radio station reported that a farm owner severely beat his Haitian employees and withheld their immigration documents as a form of control. The station visited the farm, but none of the Haitian workers were willing to speak with them.<sup>72</sup> In November of 2004, the *Nassau Guardian* published an article related to Haitians in The Bahamas, which mentions the national dependence on Haitian migrants for domestic work and manual labour in a call for a policy that would end exploitation and abuse.<sup>73</sup>

### **Current Government Response**<sup>74</sup>

#### ***Legislation***

At the time of this research there was no legislation specific to human trafficking in The Bahamas. On April 9, 2001 The Bahamas signed the Protocol to Prevent Suppress and Punish Trafficking in Persons, Especially Women and Children Supplementing the United Nations Convention against Transnational Organized Crime (Protocol). The Protocol entered into force on December 25, 2003. The Bahamas has yet to ratify, accept, approve, or accede to the protocol.

There are existing laws which in conjunction may accomplish the goals of the Protocol. However, at the time of this research there were no documented cases of any individual being arrested or prosecuted for bringing persons into The Bahamas for human trafficking. Please refer to the full legal review for further analysis of The Bahamian legislative framework.

#### ***Government action***

In February 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including The Bahamas. The initiative consists of three key elements: applied research, information and awareness-raising, and capacity building. The project, with support from both the Ministry of Labour and Immigration and the Ministry of Social Services and Community Development, Bureau of Women's Affairs, held two targeted training and capacity building sessions. The first, held June 28, 2004, trained 69 participants from all the Family islands. The Ministry of Labour and Immigration paid for immigration officers from all the Family islands to participate. A second, technical two-day training was held November 11-12, 2004, training 20 participants and continued to focus in more depth on developing a practical response in community awareness-raising and information campaigns. The IOM project is currently finalizing a regional information campaign

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<sup>72</sup> Sawyer, Jerome (2004) "Headline: Haitian Beatings," Island 102.9 FM, 29 March.

<sup>73</sup> Moss, Apostle Cedric (2004) "The Haitian Situation -- Part 2," *The Nassau Guardian*, 18 March, Available online at: <http://www.thenassauguardian.com/>.

<sup>74</sup> The information in the following sections is compiled from ongoing IOM programmes, literature and statistical reviews, national survey responses, and key informant interviews conducted during this research.

which will, in partnership with both the Ministry of Labour and Immigration and the Ministry of Social Services and Community Development, Bureau of Women's Affairs, other government agencies, NGOs and CBOs, support the efforts within The Bahamas to raise awareness on the issue of human trafficking using a variety of information campaign tools. The IOM project also hosted a regional meeting in March 2005, bringing in government and civil society participants from The Bahamas, as well as all Caribbean countries to begin developing a regional plan of action for the Caribbean.

### **Current Non-Governmental Response**

The Roman Catholic and Baptist churches have the potential to be important partners in the effort to prevent human trafficking in The Bahamas. Already some churches and other civic groups are serving in this area in response to the specific needs of victims of violence and sexual exploitation.<sup>75</sup> Few churches are equipped with information and dissemination strategies to respond through public awareness-building campaigns.

### **Conclusion**

Overall, findings indicate that while there are cases of trafficking in persons in The Bahamas, in the strictest sense fulfilling all aspects of the legal definition of human trafficking, these are few. For instance, although irregular migrants may embark on their trip to The Bahamas voluntarily, the vulnerabilities that motivated them in do so render them susceptible to exploitation in employment and living arrangements upon arrival in The Bahamas. In quantitative and qualitative terms a picture emerges inferring that The Bahamas is fertile for facilitating the criminal activity of trafficking human beings.

Perceptions of the definition of trafficking in persons reveal that terms like "victim," "exploitation," and "coercion" are nuanced and textured thus containing values that do not necessarily render the terms to mean the same thing to all persons. For example, some informants suggest that the complicity of persons in being brought illegally to The Bahamas indicate complicity with the process of trafficking. Some have gone so far as to say that the view of many irregular immigrants is that whatever they are paid for their labour is far more than would be the case in their homeland. The point was advanced that even if the working victim is not remunerated or has to pay a bribe to be able to stay illegally in The Bahamas, they are still better off than were they in their home country.

The lack of information on exploitation and human trafficking challenges attempts to raise awareness within The Bahamas about the issue of trafficking in persons and combat the problem at the levels of prevention, protection of victims, and prosecution of offenders.

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<sup>75</sup> Key informant interview, The Bahamas.







## **Barbados**

### **Main Findings: Literature and Statistical Reviews and National Survey**

While the extent of human trafficking in Barbados is still unclear, it is a destination, source, and transit country for migrants. Currently, external migration from Barbados continues although the traditional extra-regional outlets to the United States (US), Canada, and the United Kingdom (UK) have become less accessible. In recent years, however, the US has been recruiting teachers from the Caribbean, and the US and the UK have recruited nurses. Persons taking up these opportunities are usually previously trained and experienced, and tend to primarily be women.

Barbados also serves as a transit point for some migrants going to the US, Canada, and the UK, in particular. Some persons try to get Barbadian citizenship which makes it easier to get a US visa, and also to travel to Canada since Barbadians are required to have a visa to enter the country. A Barbadian passport scam was uncovered earlier this year by immigration officials. Suspicions are that there is an airport ring operating and it was reported that an investigation was launched with the questioning of customs officials and airport workers.<sup>76</sup>

Barbados is seen as an attractive destination point and according to the Central Bank of Barbados, “[it] has a demographic profile of a developed country.”<sup>77</sup> The country has a per capita income of US\$7,350, a literacy rate of 97.6%, and its infant mortality rate is 11 per 10,000.<sup>78</sup> The United Nations *Human Development Report 2004* ranks Barbados as number one among developing nations in the human and income poverty index (HPI) and number twenty-nine globally on the human development index (HDI).<sup>79</sup> The ranking of Barbados compared to some other Caribbean countries is presented in the following table:

<b>Country</b>	<b>HPI</b>	<b>HDI</b>
<b>Barbados</b>	<b>1</b>	<b>29</b>
Guyana	29	104
St. Lucia	Not included in 2004 report	71
St. Vincent and the Grenadines	Not included in 2004 report	87
The Dominican Republic	26	98
Haiti	68	153

<sup>76</sup> *Caribbean Times Live* (2004) “Barbados Airport Scam,” 7 May Available online at: [http://www.caribbeantimes.co.uk/iframe\\_story.asp?NID=364](http://www.caribbeantimes.co.uk/iframe_story.asp?NID=364).

<sup>77</sup> Central Bank of Barbados, Available online at: <http://www.centralbank.org.bb>.

<sup>78</sup> *Ibid.*

<sup>79</sup> United Nations Development Programme (UNDP), *op. cit.*, 2004.

In terms of the quality of life, the following are additional factors that could make Barbados attractive as a destination country:

- Income is more equitably distributed than in most countries
- Highly developed infrastructure of highways, seaport, and airport
- Universal availability of electricity, water, and telecommunications services
- A well developed national security safety net for the disadvantaged
- A relatively low crime rate
- A virtual absence of social and political unrest
- Civil and democratic rights, irrespective of religion, ethnicity, and gender, are deeply entrenched in Barbadian society.<sup>80</sup>

However, despite these positive features, Barbados and the other countries in the region are extremely vulnerable based on the small size of their economies, and dependence on external forces/factors.

“Across the region, there is hidden poverty even in those countries whose per capita incomes rank them highest among developing countries. More and more, CARICOM<sup>81</sup> [the Caribbean Community] faces the additional disadvantage of small economies in a global market: our market size is too small.”<sup>82</sup>

People’s desperation for a better life often renders them susceptible to many forms of exploitation, including human trafficking. Women and children are particularly vulnerable, with women heading a regional average of 42% of the households in the Commonwealth Caribbean.<sup>83</sup> In addition, as Barriteau indicates, “Caribbean economies are experiencing growing vulnerabilities especially in relation to coping with the practices of exclusionary trade regimes, disappearing markets for Caribbean goods, and a much more fragile tourist industry in a Post-September 11<sup>th</sup> world.”<sup>84</sup>

These realities have resulted in an increasing situation of poverty for those responsible for feeding and caring for their families. The relationship between female-headed households and poverty is common in the Caribbean and Barbados is not an exception.<sup>85</sup> In Barbados, for example, there is a high percentage (44%) of female household heads.<sup>86</sup> A study commissioned by the Inter-American Development Bank (IDB) found that within female-headed households in Barbados, 17.1% are poor, whereas within male-

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<sup>80</sup> Central Bank of Barbados, op cit.

<sup>81</sup> CARICOM was established in 1973 and comprises 15 member states and 5 associate members.

<sup>82</sup> Andaiye (2003) “Smoke and Mirrors: The Illusion of CARICOM Women’s Growing Economic Empowerment, Post-Beijing,” in Gemma Tang Nain and Barbara Bailey (Eds.), *Gender Equality in the Caribbean: Reality or Illusion*, CARICOM Secretariat and Ian Randle Publishers, Kingston: 76.

<sup>83</sup> Barriteau, Violet Eudine (2003) “Beyond a Backlash: The Frontal Assault on Containing Caribbean Women in the Decade of the 1990s,” in G. Tang Nain and B. Bailey (Eds.), *Gender Equality in the Caribbean: Reality or Illusion*: 215.

<sup>84</sup> Ibid.

<sup>85</sup> Diez de Medina, Rafael (1997) *Poverty and Income Distribution in Barbados 1996*, Report to the Inter-American Development Bank, (Draft).

<sup>86</sup> Statistical Department (2000) Barbados Population and Housing Census.

headed households, the rate falls to 9.5%<sup>87</sup>. One study found that in 1998, women's share of earnings in four countries for which data were available was far below that of men: 18% in Belize; 27% in Guyana and Trinidad and Tobago, and 40% in Barbados.<sup>88</sup> The unemployment rate also continues to be higher among women. During the first six months of 2004, the overall unemployment rate was 10.1%; female unemployment was 11.6% whereas male unemployment was 8.8%.<sup>89</sup>

In the Caribbean generally, although women are increasingly taking up jobs in the service and offshore sectors, these tend to be in areas of high instability, low wages, and often poor working conditions. An IDB commissioned study of poverty in Barbados (cited above) found that although poor females are very active in the labour market, they also fail to be successful in 42% of cases.<sup>90</sup> In addition, the study found high levels of young females who were not successful.<sup>91</sup> As Andaiye notes: "while male poverty is often linked to unemployment, female poverty can exist even where women work full-time. This is related to the segregation of women into low-waged and/or low level jobs."<sup>92</sup> With Caribbean governments being less able or willing to cover the cost of social and health services, the burden of care increasingly falls on women's shoulders, a responsibility which the majority of women find very difficult to manage. Women therefore have to search for alternative and creative ways of survival for themselves and their families which can result in their becoming increasingly vulnerable to drug trafficking, commercial sex work, and/or trafficking in persons. Men are also vulnerable as a result of the problems being faced by Caribbean economies and have been experiencing job losses, job insecurity, and low wages.

### **National Survey**

The indications from the national survey about whether trafficking exists in Barbados are mixed. The respondents were almost equally divided about whether it is a problem, with slightly more suggesting that it was not.<sup>93</sup> In addition, 20 respondents who filled out the national survey were unaware of trafficking in persons taking place in Barbados whereas 14 persons indicated that they were aware of it.<sup>94</sup> Only two persons who completed the national survey stated that they were aware of trafficking in persons from Barbados into another country.

### **Main Findings: Key Informant Interviews**

The concept of trafficking in persons taking place in Barbados is a relatively new one and it therefore has not been the focus of attention. The indications about whether elements of trafficking exist in Barbados are mixed. Only eight key informants indicated familiarity with forced prostitution and forced labour occurring in Barbados and six had

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<sup>87</sup> Ibid.

<sup>88</sup> Quoted in Andaiye (2003) op. cit.: 81.

<sup>89</sup> Central Bank of Barbados (2004) *Review of Economy for First 6 Months of 2004*, Available online at: <http://www.centralbank.org.bb/Publications/EconRevJul2004.pdf>.

<sup>90</sup> De Medina, op. cit., 1997.

<sup>91</sup> Ibid.

<sup>92</sup> Ibid: 80.

<sup>93</sup> 18 persons felt that it was not a problem; 15 felt that it was a problem.

<sup>94</sup> Three key informants did not answer this question.

heard about domestic servitude.<sup>95</sup> Eighty-five percent of key informants interviewed using the standardized interview questionnaire were aware of persons working in circumstances that they did not expect.<sup>96</sup> The circumstances included not getting the jobs they had been promised and being expected to work in other jobs, finding themselves out of work, working in high-stress conditions, and being paid lower wages than what they had been promised. Although these circumstances do not necessarily translate into human trafficking, they can still be used to extrapolate information on trafficking.

The research suggests that there is definite labour exploitation of migrants, especially in the construction and garment industries.<sup>97</sup> Fourteen key informants mentioned low wages being paid to migrants and four spoke about migrants being offered false contracts.<sup>98</sup> Key informants also stated that there is exploitation of commercial sex workers involved in prostitution, exotic dancing, massages, and other related activities.<sup>99</sup> The information collected during this study from key informants who have interacted with possible trafficked persons, suggests that some level of human trafficking does exist at the level of sexual exploitation and domestic servitude.<sup>100</sup> The findings also suggest the possibility of forced labour.<sup>101</sup>

Some of the key informant interviews also pointed to some knowledge of persons leaving Barbados and ending up in unexpected circumstances that could possibly be human trafficking.<sup>102</sup> The examples focused on experiences in the US and Canada.<sup>103</sup> One key informant had heard about persons ending up working as nannies, which were not the jobs that they had been promised.<sup>104</sup> Another key informant spoke of persons leaving Barbados to work as babysitters and finding that the conditions were not what they had expected and that they had to pay “a lot of money to somebody.”<sup>105</sup> The key informant was not sure to whom the money was paid.

A third key informant spoke about Barbadian teachers, nurses, and domestic helpers whose work conditions were not what they expected.<sup>106</sup> However, a representative of the Ministry of Labour suggested that these were isolated cases where the persons might not have taken all factors into account before they accepted the offers.<sup>107</sup> For example, they

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<sup>95</sup> Key informant interviews, Barbados.

<sup>96</sup> Key informant interviews, Barbados.

<sup>97</sup> Key informant interviews, Barbados.

<sup>98</sup> Key informant interviews, Barbados.

<sup>99</sup> Key informant interviews, Barbados.

<sup>100</sup> Key informant interviews, Barbados; Liz Kelly states that, “To comply with the Palermo definition, trafficking for sexual exploitation should include: abduction/kidnapping; being sold by family or another person; total deception either through marriage or promises of legitimate work; partial deception, not being told about the prostitution and the debt bondage; being fully informed about the sex work but not aware of the debt bondage and conditions, and deceived about the amount they will earn,”: 50.

<sup>101</sup> Key informant interview, Barbados.

<sup>102</sup> Key informant interviews, Barbados.

<sup>103</sup> Key informant interviews, Barbados.

<sup>104</sup> Key informant interview, Barbados.

<sup>105</sup> Key informant interview, Barbados.

<sup>106</sup> Key informant interview, Barbados.

<sup>107</sup> Focus group discussion, Barbados.

might have been attracted by the wages but surprised by the level of violence in the schools in which they were placed.

Although it is often assumed that the majority of trafficked victims are women and children, men are also vulnerable to human trafficking. The situation of men as possible victims of trafficking surfaced throughout the process of this survey.<sup>108</sup> More in-depth research is needed to explore its extent and to differentiate between labour exploitation and trafficking in persons.

#### ***Predominant routes and means of transportation***

The indications are that the entry of irregular migrants and possibly trafficked persons in Barbados is primarily through normal legal channels, and in particular by air travel.<sup>109</sup> The only Caribbean countries for which a visa is required to enter Barbados are the Dominican Republic and Haiti. The latter country became a member of the Caribbean Community (CARICOM) in 2002 and a visa should soon not be required for citizens of that country. Visitors from North America and Western Europe do not need a visa. A valid passport and a valid return ticket are required so persons can come in ostensibly on holiday.

Persons coming to Barbados to work need to have a work permit, for which the prospective employer is supposed to apply. Those persons who eventually become irregular migrants do so by overstaying the time allotted to them by immigration officials, by working without a work permit, or by working after their initial work permits have expired.

One key informant from the focus group speculated about the smuggling of persons on boats bringing in illegal drugs or vegetables and fruit to Barbados from neighbouring countries.<sup>110</sup> The informant was aware of a few occasions when the police pick up irregular migrants and some do not have passports or other travel documents.<sup>111</sup> Another participant in the focus group discussion stated that entry is by both regular and irregular means. “All sorts of people bring them in and drop them off at various points – you don’t even know when they’re coming in.”<sup>112</sup>

#### ***Victims of trafficking in persons***

While many migrants come to Barbados for legitimate reasons such as better job opportunities, to join family and friends, and better educational opportunities, some come through informal channels.<sup>113</sup> It is believed that most of the persons entering Barbados using forged passports are Guyanese. However, Barbadian passports, especially those with American visas, turn up in various countries being held by persons of various nationalities.<sup>114</sup>

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<sup>108</sup> Key informant interview, Barbados.

<sup>109</sup> Key informant interviews, Barbados.

<sup>110</sup> Key informant interview, Barbados.

<sup>111</sup> Focus group discussion, Barbados.

<sup>112</sup> Focus group discussion, Barbados.

<sup>113</sup> Key informant interviews, Barbados.

<sup>114</sup> Focus group discussion, Barbados.

Since irregular migrants are often vulnerable to human trafficking, the following comprises a description of irregular migrants in terms of age, education and areas of work gathered from the interviews.<sup>115</sup> Persons of varying ages were cited as falling into this category, and typically were believed to be from ages 18 to 55.<sup>116</sup> In terms of educational level, it is suggested that they generally have basic schooling at primary and secondary levels with some technical training.<sup>117</sup> Those who have no formal training might have developed skills in their areas of work such as housekeeping, masonry, and carpentry.<sup>118</sup>

As in other countries, the traditional possible victims of trafficking in Barbados are thought to be women. However, a construction boom has been taking place in Barbados in recent years coupled with the critical social, economic, and political conditions in Guyana, creating an influx of males from that country working in the construction sector.<sup>119</sup> Consequently, this has increased the possibility of males being victims of trafficking.

***Where do the victims come from and where do they go?***

Seventy-five percent of the key informants suggested that the country of origin of most of the country's irregular migrants and, by extension possible trafficked persons, was Guyana.<sup>120</sup> The other primary countries of origin mentioned by the informants were St. Vincent and the Grenadines (5), and St. Lucia (7).<sup>121</sup> The Honorary Consul of Guyana was contacted in the hope of setting up an interview with him because of the recent increase in Guyanese living and working in Barbados and the reports of their exploitation. However, he indicated that the information he would have received from Guyanese living in Barbados is confidential and he was therefore unable to grant the interview. However, in the *Sunday Sun* newspaper of 1 August 2004 under the headline "'Scams' luring Guyanese here," the Consul was quoted as saying:

"At every opportunity the consul cautions Guyanese, both here and in Guyana, about being involved [with] unscrupulous middlemen and parasitical elements, including members of the legal fraternity."<sup>122</sup>

Extra-regional countries such as the UK and Europe were mentioned as other countries of origin of irregular migrants.<sup>123</sup> It was suggested that these persons tended to focus on the tourism sector working, for example, as translators. On the issue of trafficking in persons, the British High Commission in Barbados indicated that it has received no such complaints from its citizens working in, or visiting Barbados.

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<sup>115</sup> Key informant interviews, Barbados.

<sup>116</sup> Key informant interviews, Barbados.

<sup>117</sup> Key informant interviews, Barbados.

<sup>118</sup> Key informant interviews, Barbados.

<sup>119</sup> Key informant interviews, Barbados.

<sup>120</sup> Key informant interviews, Barbados.

<sup>121</sup> Key informant interviews, Barbados.

<sup>122</sup> "'Scams' luring Guyanese here," *Sunday Sun*, 1 August 2004.

<sup>123</sup> Key informant interviews, Barbados.



The primary areas of work identified by the key informants for the women who are irregular migrants are prostitution/commercial sex work, domestic/household work, the service sector, informal trading, and the selling items such as food, fruit, and jewellery.<sup>124</sup> The men tend to be identified as working in the agricultural and construction sectors.<sup>125</sup> Due to the fact that these sectors tend to be more public than domestic work, and because of the ethnic differences of many of the Guyanese, the men are often more visible than the women. However, it should be noted that there is no way of knowing by mere observation if most of the Guyanese men are irregular migrants, and/or victims of human trafficking.

Persons who might be trafficked would fall into all the above categories except informal trading since they are likely to be self-employed. The officials from the Immigration Department also noted a recent increase in Jamaican women coming to Barbados to get married to Barbadian men, whereas it has been an ongoing trend with Guyanese women for some time.<sup>126</sup>

### ***Risk factors increasing their vulnerability***

Guyana was identified as the primary country of origin of potential victims of trafficking and irregular migrants, for both females and males. Although Guyana is rich in natural resources such as gold, diamonds, and land, its level of poverty has reached crisis proportions. This is accompanied by other factors such as high external debt, political uncertainty, ethnic conflict and a high crime rate, all of which have contributed to massive emigration.

“The cruel poverty [of Guyana], compounded by political uncertainty and crimes, creates an environment which understandably is the greatest impetus by Guyanese for survival purposes to seek opportunities for employment outside of Guyana. For many years the countries targeted would understandably be the US, Canada, and Britain. Information suggests that it is no longer easy, if at all possible, for visas to be obtained to travel to those countries. And it is in this context that Barbados has become the major attraction for Guyanese....”<sup>127</sup>

This situation would increase their vulnerability to being exploited and possibly becoming victims of trafficking in persons.

### ***Profile of traffickers***

This research uncovered little information about the characteristics of possible traffickers. Although this report found no evidence of a large organized trafficking network in Barbados, there seems to be some level of organization, primarily one or two persons recruiting either on their own behalf or on the behalf of businesses which might then exploit the migrants. One key informant, however, suggested that there could be some

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<sup>124</sup> Key informant interviews, Barbados.

<sup>125</sup> Key informant interviews, Barbados.

<sup>126</sup> Key informant interview, Barbados.

<sup>127</sup> DaSilva, Frank (2004) “Barbados-Guyana Situation,” *Sunday Sun* newspaper, 5 September, Available online at: <http://www.nationnews.com/StoryView.cfm?Record=53157>.

kind of cartel operating.<sup>128</sup> The recruiters are reported to be both Barbadians and persons from the countries of origin, working either alone or jointly. The persons or institutions that would benefit from such activities are thought to include the recruiters, employers, brothels, pimps, taxi drivers, restaurants, hotels, and apartment and house owners. However, some of these would not necessarily be colluders in trafficking or exploitation.

***Recruitment and transportation mechanisms***

The recruitment processes and transportation mechanisms outlined below generally refer to those used to recruit persons to work in Barbados. Consequently, they are not specific to traffickers but include strategies that could be used by traffickers. The mechanisms vary and most of the information received was about the recruitment process of Guyanese.

According to some informants there have been a number of ads in Guyanese newspapers promising work in Barbados, for example, in bakeries.<sup>129</sup> The methods for recruitment for commercial sex workers also include advertisements in the newspapers. The Honorary Consul for Guyana was quoted in reference to the proliferation of ads in the newspaper for these purposes.<sup>130</sup> Sometimes the advertisements are for girls needed to do massages or exotic dancing in nightclubs but on arrival, they often find out that they are expected to have sex with the clients.<sup>131</sup> Government officials interviewed reported that many of the prostitutes being deported claim that they were promised jobs but when they arrived in Barbados, “it is a totally different picture.”<sup>132</sup>

According to some informants there are both Guyanese and Barbadian recruiters.

“Someone promised my maid’s niece, who was 17 at the time, a big career in a bakery in Barbados. They paid for her travel but when she came, it was to work as a prostitute. Luckily, her aunt was able to get her away.”<sup>133</sup>

In other reported cases, recruitment is by word of mouth - family members, neighbours, or friends recruit persons; one girl might even be given a good experience and so she can be used to lure other girls.<sup>134</sup>

“I know a woman and man who have Guyanese contacts. The woman would round up [young, pretty] girls who she knows and does not tell them what it is. Tickets are sent for them from Barbados. The girls are collected at the airport by a man or woman who takes them to a guesthouse or their home or other establishment. They keep their

<sup>128</sup> Key informant interview, Barbados.

<sup>129</sup> Key informant interview, Barbados.

<sup>130</sup> *Sunday Sun*, op. cit., 1 August 2004.

<sup>131</sup> Key informant interview, Barbados.

<sup>132</sup> Key informant interview, Barbados.

<sup>133</sup> Key informant interview, Barbados.

<sup>134</sup> Key informant interview, Barbados.

documents supposedly to get work permits for them, but they end up as prostitutes. They have to stay at the place and are monitored ...”<sup>135</sup>

The recruitment process for the male workers is reportedly similar to that of female commercial sex workers.<sup>136</sup> Newspaper advertisements are also used, and in some cases the employer or one of the workers goes to the country of origin “and fills up the men’s heads with what they will pay them, where they will put them up, and so on.”<sup>137</sup> Another informant spoke about Barbadian agents with contacts in the countries of origin being approached for assistance with recruiting.<sup>138</sup> Friends, neighbours, and advertisements are also utilised. One informant suggested that in some cases family members force some young men from Guyana, especially those of East Indian origin, “to come to Barbados to make money against their will to send back home to the family.”<sup>139</sup> It is not clear if the families are aware of the conditions under which they have to live and work.

“Don’t blame Guyanese workers for flocking to Barbados for jobs and living here illegally. Blame Barbadian companies and individuals who are advertising in Guyana or sending people there to lure Guyanese here with promises of high wages and work permits...Because of this, hundreds of Guyanese are working and living here illegally.”<sup>140</sup>

The above entry is from a newspaper article that went on to state that the problem is so rampant that the Guyanese government, on advice from its consulate in Barbados, “has advised Guyanese desirous of working here not to travel until the company has secured a work permit for them.” In addition, it noted that some newspapers in Guyana have stopped publishing such “wanted” ads.

One key informant summed up the situation as follows:

“When you look at the options people have, people find themselves being seduced by promises, there’s a high level of desperation. Maybe they come from homes with verbal, physical or sexual abuse so why go back home and get it ‘tek way<sup>141</sup> for free’ when you could sell it. The options that persons perceive themselves as having are limited.”<sup>142</sup>

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<sup>135</sup> Key informant interview, Barbados.

<sup>136</sup> Key informant interview, Barbados.

<sup>137</sup> Key informant interview, Barbados.

<sup>138</sup> Key informant interview, Barbados.

<sup>139</sup> Key informant interview, Barbados. The informant did not indicate the method of force used but it might derive from the fact that they are young and because the family in certain cultures exerts a high level of influence or control over children.

<sup>140</sup> *Sunday Sun*, op. cit., 1 August 2004.

<sup>141</sup> “Taken away.”

<sup>142</sup> Key informant interview, Barbados.

One of the key informants did indicate that some persons get into recruiting migrants through familiarity with particular countries as a result of business visits and subsequently set up a network of contacts.<sup>143</sup>

### ***Methods of control***

The primary methods of control cited were threats to the individual, holding of travel documents, debt bondage, violence, false contracts, lower wages, and restricted movement.<sup>144</sup> Twelve informants had heard of persons being controlled through threats, primarily of deportation, which is linked to their travel documents being held or working without the required work permits.<sup>145</sup> Ten key informants spoke about travel documents being held on arrival in Barbados, sometimes under the pretext that they are needed to apply for a work permit.<sup>146</sup> The permit process might be started but not completed, and then threats about possible deportation are constantly held over the workers' heads.

“They are very unscrupulous people who take [the worker’s] passport, would say to the person, ‘start work, I have got the work permit for you.’ The person feels everything is in order. They may work six months [as] it is usually a short-term work permit that they tell them they’ve had.”<sup>147</sup>

One informant noted that passports are sometimes held to coerce the person to complete a job by a specific time or to do particular types of tasks.<sup>148</sup> Another informant reported being told about some foreign prostitutes being brought into Barbados for a specific period of time and having their passports taken away.<sup>149</sup> They are kept locked in houses while in Barbados and then taken to the airport when it is time for them to return to their countries; their passports are then returned. Some persons eventually call the immigration authorities to report that their passports and/or other documents have been confiscated. The officials from the Immigration Department indicated that they would call the employer to request that the passports be returned.<sup>150</sup>

Nine key informants spoke about debt bondage to repay the cost of travel and housing.<sup>151</sup> One report was of a Barbadian agent with contacts in Guyana.<sup>152</sup> The agent pays for the cost of the travel to Barbados which is then deducted from the workers' wages as one way of keeping them in control. The tickets are often bought by the recruiters, the agents, or the companies involved.

Employers are expected to pay for work permits. However, there were reports of employees being forced to pay for them, sometimes, according to one informant who has

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<sup>143</sup> Key informant interview, Barbados.

<sup>144</sup> Key informant interview, Barbados.

<sup>145</sup> Key informant interview, Barbados.

<sup>146</sup> Key informant interview, Barbados.

<sup>147</sup> *Sunday Sun*, op. cit., 1 August 2004.

<sup>148</sup> Key informant interview, Barbados.

<sup>149</sup> Key informant interview, Barbados.

<sup>150</sup> Key informant interview, Barbados.

<sup>151</sup> Key informant interview, Barbados.

<sup>152</sup> Key informant interview, Barbados.

spoken to workers, as much as BDS\$3000 (US\$1500). These debts and charges are in turn difficult to pay because of the low wages received. The work permit situation would be applicable primarily to the areas predominated by men (primarily the construction sectors). The actual costs for work permits for most workers on construction sites are less than US\$100.<sup>153</sup> It is not possible to acquire a work permit for housekeeping, which is one area in which women predominate or for commercial sex work.<sup>154</sup> One could however apply for a work permit as an entertainer, under which exotic dancing would fall.

There were also reports of physical, verbal, and psychological abuse as a means of control, especially in the case of commercial sex workers.<sup>155</sup> For instance, four informants stated that they were aware of violence being used and one person was aware of threats being made to family or friends.<sup>156</sup> One key informant described a client who has to bring in a certain amount of money each night, if not she gets beaten up.<sup>157</sup>

Four informants spoke about false contracts.<sup>158</sup> They believed that some persons come to Barbados for a legitimate opportunity which might turn out to be a scam or might not work out in the way expected. Examples of this are the advertisements in Guyanese newspapers for bakers and persons to work in garment factories, and young girls who are recruited by persons for similar jobs. When recruited girls arrive in Barbados, they often find out that they are expected to work as prostitutes. Some are told that they have to work as prostitutes to pay for their passage back home. One key informant spoke about construction workers who are given false promises about the wages they would be receiving and the conditions under which they would be working and living.<sup>159</sup> The Honorary Consul for Guyana also referred to this, as quoted in the previously cited newspaper article.

According to one informant, others are reportedly recruited as ‘drug mules,’ have their passports and tickets held on arrival, and are also forced to work as prostitutes in exchange for their passage back home.<sup>160</sup> In some cases, they are paid a part of the promised sum before their departure, with the remainder to be made on their return after a successful mission. The officials from the Immigration Department questioned this based on the perceived discrepancies between the physical attributes of the ‘drug mules’ and those of prostitutes.<sup>161</sup>

The following describes one’s woman’s story as outlined in a letter to the newspapers. This account contains elements of debt bondage, the confiscation of travel documents, and restricted movement. The following story sheds light on the struggle of one such

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<sup>153</sup> Key informant interview and Immigration and Passport Department, Barbados.

<sup>154</sup> Ibid.

<sup>155</sup> Key informant interview, Barbados

<sup>156</sup> Key informant interview, Barbados.

<sup>157</sup> Key informant interview, Barbados.

<sup>158</sup> Key informant interview, Barbados.

<sup>159</sup> Key informant interview, Barbados.

<sup>160</sup> Key informant interview, Barbados.

<sup>161</sup> Key informant interview, Barbados.

person caught up in the triad world of modern-day sexual slavery amidst the bedlam and evident chaos it fosters.

I met a woman purely by chance...This 22 year old Guyanese woman came to Barbados last week from Guyana. Brought into Barbados under the guise of dodgy intent, forced into the lurid underworld of sexual trade, she recounts her rather painful story...

At first there was some hesitance but in no time she opened up and revealed all.

This process was clearly painful for her. She had left Guyana where her family wasn't sure what she was doing. She couldn't tell anyone there...

...Yet, clearly she was trapped. She owed a "pimp" almost a thousand dollars, plus there was the issue of family support back home in Guyana. This "pimp" had paid her passage to Barbados. He was holding her passport. He was shuttling her to and from each rendezvous with her "punters" and clients. She was being paid according to the sexual services she performed.<sup>162</sup>

...Here was another beautiful black mother, sister, daughter tortured by conflicted emotions, bereft and tearful, lamenting the fact that she didn't want to do this, but had to pay money back and at the same time provide for her family.

Hers is sadly not an isolated case by any means. She recounted dozens of horror stories, tragedies and injustices going on daily in this country under the complacent eyes of state authorities, who are indifferent, and, in some cases, complicitous in this ignoble trade in human life.<sup>163</sup>

As the above story indicates, there is a strong element of psychological control as a result of which some feel trapped and find it difficult to break free of the perceived trap. It seems that young girls, some possibly from rural areas, are often targeted. These young girls are likely to be afraid and embarrassed and have no other way of raising the funds to return home. There are also ethnic and religious dynamics which are used to maintain control over young girls as well as women. According to one key informant,

"Sometimes the family won't accept them back, especially in the case of Guyanese Indians. They don't enjoy it but they get resigned to it – initially they might be forced but become resigned to it because of threats, etc., and they get locked into that belief system. If they go out, they are not sure if they are being watched, so they come back."<sup>164</sup>

Language differences would also be used to control girls and women from non-English speaking countries such as the Dominican Republic, Venezuela, and Haiti. They would have difficulty in communicating with officials or other persons.

<sup>162</sup> "Punter" is another word for client.

<sup>163</sup> Mac Callender, *Sunday Sun* newspaper, 22 August 2004.

<sup>164</sup> Key informant interview, Barbados.

There is no clear picture on the number of young girls and women who are in these kinds of forced situations. Immigration officials indicated that “we pick up same people over and over so they must know what they’re doing.”<sup>165</sup> In 2003, 118 persons were deported for various reasons including those related to prostitution, drugs, fraud, and overstaying their allotted time.<sup>166</sup> The highest number of persons deported was to Guyana, 28 women and 34 men.<sup>167</sup> The men were deported for passport and travel document fraud and the women, some of whom would be repeats, for prostitution and erotic dancing. For the first seven months of 2004, only two persons were deported for prostitution-related cases. Immigration officials were unwilling to divulge information about the methods used to identify persons. Because procuring sex is illegal in Barbados, officials indicated, that raids are carried out, with the police, on places of entertainment based on information received.

A number of the key informants also felt that the commercial sex workers know what they are getting into, at least in some cases.<sup>168</sup> One person put it this way:

“In some instances yes, in others, no. Some expect to earn an income and planned to go back but could not. Some turn to the church for counselling. They know that they are coming into prostitution but not that they are going to be involved in violence. Also some who come as exotic dancers might not know that they will be involved in prostitution as well.”<sup>169</sup>

One key informant stated that since some women stay even when they find out what they are expected to do, this suggests that they have no problem with it.<sup>170</sup> In contrast, one person argued that “you have to look at who they try to attract – abused women with low education. They’re not going to think about calling immigration to find out their rights. They’re going to be scared – just right for trafficking.”<sup>171</sup> The negative attitudes could act as a deterrent for victims of forced prostitution and sexual exploitation from coming forward for assistance. This underscores the need for massive public education.

### ***Domestic Servitude***

Six key informants indicated that they were familiar with cases of domestic servitude.<sup>172</sup> Some of the methods of control are similar to those noted above. The cases were primarily of young migrant household helpers made to work long hours, threatened with violence and reports to the Immigration Department. They were only able to have a limited social life, being locked in, and either paid low or “starvation” wages or through a barter system, which is the provision of housing and food.<sup>173</sup> One representative of the

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<sup>165</sup> Key informant interview, Barbados.

<sup>166</sup> Immigration and Passport Department.

<sup>167</sup> *Daily Nation* newspaper, 16 February 2004.

<sup>168</sup> See Appendix B, Question 16.

<sup>169</sup> Key informant interview, Barbados.

<sup>170</sup> Key informant interview, Barbados.

<sup>171</sup> Focus group discussion, Barbados.

<sup>172</sup> Key informant interview, Barbados.

<sup>173</sup> Key informant interview, Barbados.

focus group discussion with the Ministry of Labour had heard of persons being paid US\$12.50 per week, or US.75 cents an hour.<sup>174</sup> One person also reported that some householders offer their friends their non-Barbadian domestics for US\$2.50 for a day's work.<sup>175</sup>

The Labour Department noted that it has heard of situations "where persons living in 'big' houses bring in people as housekeepers and pay them little or no wages; they're almost locked in, they don't go anywhere or know anything."<sup>176</sup> The Department can inspect business places to ensure that they are not contravening any labour related laws and are maintaining the required occupational safety and health standards. However, the Department does not have the right to go into and inspect private homes. Domestic helpers are also unlikely to approach the Department for assistance. Although some helpers might not be physically locked in, a participant in the focus group discussion suggested that their circumstances make it difficult for them to get out of the situation.<sup>177</sup>

Stella was only 19 years old. She was brought into Barbados from Jamaica by a professional couple to look after their children. She was not allowed to leave the house by herself and when the family left home, they would lock her in the house. She was paid no wages because they said that they would provide for her. Her passport was also taken away. Eventually she got away.<sup>178</sup>

### ***Working conditions***

In terms of the working conditions, these include being paid low or no wages and having to work long hours.<sup>179</sup> Some individuals are collected by vehicle to go on construction sites or farms early in the morning and are brought back late in the evening.<sup>180</sup> In some cases, they are made to take food with them so that a lunch break is not necessary. One key informant noted that some of the fields have no toilet facilities, no where to eat lunch, and no shade from the sun or rain.<sup>181</sup> Workers are expected to spray crops without safety equipment and to work on construction sites without helmets. These conditions are contrary to the verbal contracts or promises that employees would have been given prior to arrival in Barbados; workers are not given written contracts.<sup>182</sup>

Some employers do not register workers with the National Insurance Scheme (NIS) although money is deducted from their employees' wages for this.<sup>183</sup> The total NIS contribution rate is 19.25% of earnings, with the employer contributing 10.25% and the employee 9%. Even if the workers want to register with the NIS on their own behalf, they are unable to because they do not have work permits. As a result, they cannot claim

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<sup>174</sup> Focus group discussion, Barbados.

<sup>175</sup> Key informant interview, Barbados.

<sup>176</sup> Focus group discussion, Barbados.

<sup>177</sup> Focus group discussion, Barbados.

<sup>178</sup> Key informant interview, Barbados.

<sup>179</sup> Key informant interview, Barbados.

<sup>180</sup> Key informant interviews, Barbados.

<sup>181</sup> Key informant interview, Barbados.

<sup>182</sup> Key informant interview, Barbados.

<sup>183</sup> Key informant interview, Barbados.



any unemployment or sickness benefits under the scheme. In some other cases, the employer brings them in under a work permit. When it expires, the employer informs them that they are now self-employed and ceases to pay their contribution to NIS although they are still working for him/her. Some of the workers pay to have their own work permits extended and start to pay the full contribution (as paid by self-employed persons) and others just continue to work illegally.<sup>184</sup>

One key informant suggested that the migrant workers are being used by Barbadian employers to undermine wage labour and to force down wages to the benefit of employers and the detriment of the local employees.<sup>185</sup> It must be noted that this is contrary to the ILO Migration for Employment Convention that Barbados ratified in 1967. This Convention covers measures to facilitate and control migration movement and calls for equality of treatment of migrant workers.

Two key informants reported that some commercial sex workers have to pay a percentage of their earnings to the persons who are controlling them.<sup>186</sup> One of the key informants stated that a “pimp” who operated from a hotel was identified.<sup>187</sup> The informant received reports alleging that the pimp works with European women who bring in drugs and then work as prostitutes for two to three months before returning home. There was also the belief that women from the Dominican Republic also have pimps. The other key informant, who has access to sex workers, noted that they also have to pay a percentage of their earnings to the brothel while they are in Barbados.<sup>188</sup> They are also expected to work even if they are ill. However, one key informant stated that preliminary information from a commercial sex workers’ project being conducted by the Ministry of Health suggests that most of the prostitutes are self-employed and do not work through an agent or “pimp.”<sup>189</sup> Further investigation is needed to understand the situation of commercial sex workers.

### ***Living conditions***

Indications are that some migrant workers are forced into squalor and cramped living conditions. This was noted by some of the key informants, has also been highlighted in the media, and has been raised by various persons on call-in radio programmes. Following are some examples of the living conditions reported.

Some key informants mentioned the case of twenty agricultural workers who were forced to live in a former chicken coup for which they have to pay rent. If they complained, threats were made to send them back home.<sup>190</sup> Senator Sir Roy Trotman, the General Secretary of the Barbados Workers’ Union, has spoken about some migrants being made

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<sup>184</sup> Focus group discussion, Barbados.

<sup>185</sup> Key informant interview, Barbados.

<sup>186</sup> Key informant interviews, Barbados.

<sup>187</sup> Key informant interview, Barbados.

<sup>188</sup> Key informant interview, Barbados.

<sup>189</sup> Key informant interview, Barbados.

<sup>190</sup> Focus group discussion, Barbados.

to “live in 20 foot and 40 foot containers and forced to work for less than reasonable wages. The workers...are packed back home if they did not comply...”<sup>191</sup>

Mr. X rears animals and cultivates plants. He has about three or four Guyanese working for him. He has a building in the yard and insists that they live there and takes money out of their wages for rent. The building comprises minimum living space and can be described as being “unlivable.” They cannot live anywhere else – if they move, he has threatened to call the immigration authorities for them.<sup>192</sup>

In terms of the daily lives, as stated earlier, movement is often restricted. One key informant revealed that while some clients who are commercial sex workers say that they are not allowed to go into town, others report spending their days walking through town but returning at night to work.<sup>193</sup> There are other reports about cases where food, groceries, and toiletries are brought in for the women, usually young girls in their late teens to early 20s.<sup>194</sup>

“I know of a young girl who was sent here at 11 to live with a couple in Nelson Street [red light district] and to go to school. She ended up being abused by a man she lived with and was also made to have sex with his friends. They live upstairs a shop. She is now 18 and has left school. When she used to go to school, if she didn’t get home by a certain time she would get beaten. She has tried to do short courses and has a boyfriend – we only hear from her when she’s desperate. She has no contact with her family and does not understand why they sent her here.”<sup>195</sup>

The movements of some agricultural workers are also allegedly restricted. One Union representative spoke of a case where workers were reportedly locked into the compound at night.<sup>196</sup>

### ***Physical health, injuries, disease***

Some of the diseases to which the commercial sex workers are exposed to are HIV/AIDS, and other STDs. They are also exposed to abuse from their clients. There is presently a commercial sex workers’ project being conducted by the Ministry of Health, which seeks to intervene to help sex workers operate under as safe and healthy conditions as possible.<sup>197</sup> This can be done through the provision of contraceptives and making recommendations about their living conditions and working situation. In terms of the workers on construction sites and farms, they are exposed to injury through lack of safety equipment such as helmets and masks. Mental health is also affected. One key informant

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<sup>191</sup> “Treat them equally: Senator Sir Roy Trotman urges fair deal for migrant workers,” *Barbados Advocate* 22 July 2004.

<sup>192</sup> Key informant interview, Barbados.

<sup>193</sup> Key informant interview, Barbados.

<sup>194</sup> Key informant interview, Barbados.

<sup>195</sup> Key informant interview, Barbados.

<sup>196</sup> Key informant interview, Barbados.

<sup>197</sup> At the time this research was conducted, the project was in the process of making contact and conducting interviews with sex workers.

stated that he had spoken to a lot of irregular female migrants who are willing to do anything to stay in Barbados.<sup>198</sup> He said he saw them as emotionally abused and unaware that they are in exploitative situations.<sup>199</sup>

### ***Private sector and demand side of trafficking***

The desire for cheap labour by the private sector has been put forward as one of the factors fuelling the exploitation of migrant workers and human trafficking. Key informants suggested that this is the case in the construction, garment, agricultural, hospitality, and household sectors.<sup>200</sup> Participants in the focus group discussion say that the response to the relatively high labour costs in Barbados is to pay lower wages to migrant workers.<sup>201</sup> The trade unions argue that the employers want to undermine wage labour and force down wages.<sup>202</sup> One key informant suggested, on the contrary, that although migrants might be willing to accept low wages just to start working and cover their initial bills, this situation would not continue for a long time.<sup>203</sup> He felt that although there might be a direct correlation between the importation of labour and exploitation, it might also be the case that Barbadian labour costs are too high.

The tourism industry, which is one of the major industries in Barbados, has also fuelled the demand for the commercial sex industry, as has local demand. According to one key informant, Barbados is listed by unofficial sources on the Internet as a sex destination: “It therefore attracts persons coming for sex to exploit males and females.”<sup>204</sup> Key informants from the focus group suggested the existence of sex tourism by European women who sought the services of Barbadian males.<sup>205</sup> They also mentioned that the market for female commercial sex workers seems to have a strong local element as well as a foreign component.<sup>206</sup>

### **Media Review**

There is a high level of public discussion and media coverage in Barbados about the perceived proliferation of foreign workers in the construction sector in particular. Over the last decade, there has been a construction boom in Barbados and there are both local and foreign companies operating to respond to the demand. There are a number of foreign workers on these projects from both within and outside of the Caribbean, including workers from as far away as China and the Philippines. However, it is male Guyanese workers who have caused the most discussion in the newspapers and on the call-in radio programmes. Although there are also a number of females working in households, the hospitality and garment sectors, as well as commercial sex workers and males working in other sectors, those on the construction sites tend to be more visible. Some of the recent headlines in the local newspapers are:

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<sup>198</sup> Key informant interview, Barbados.

<sup>199</sup> Key informant interview, Barbados.

<sup>200</sup> Key informant interviews, Barbados.

<sup>201</sup> Focus group discussion and key informant interview, Barbados.

<sup>202</sup> Key informant interview, Barbados.

<sup>203</sup> Key informant interview, Barbados.

<sup>204</sup> Key informant interview, Barbados.

<sup>205</sup> Focus group discussion, Barbados.

<sup>206</sup> Focus group discussion, Barbados.

- “Sir Roy wants registry to safeguard local workers” – Daily Nation, 18 May 2004
- “BEC against registry: Director says migrant labour must not displace Bajans” – Sunday Sun, 6 June 2004
- “Need for protocol on regional workers” – Barbados Advocate, 9 July 2004
- “Treat them equally: Senator Sir Roy Trotman urges fair deal for migrant workers” – Barbados Advocate, 22 July 2004
- “Home drums must beat first and loudly” – Barbados Advocate, 22 July 2004
- “Sir Roy: Weed out bad employees” – Daily Nation, 22 July 2004
- “Senator: No influx of foreign workers” – 22 July 2004
- “‘Scams’ luring Guyanese here” – Sunday Sun, 1 August 2004
- “Nassar knocks CSME: Guyanese migrants must be controlled” – Daily Nation, 16 August 2004
- “Unfit homes: Probe into non-nationals housing” – Weekend Nation, 27 August 2004

Trafficking in persons itself has not generally been considered as an issue relevant to Barbados and it is therefore not a focus of public discussion. There were only two articles found in recent times on the issue, one being a report of the IOM Seminar in June 2004 with the headline “Call for unity to fight trafficking.” The issue was also raised in May 2004 by the General Secretary of the Barbados Workers’ Union as he addressed the problem of migrant workers displacing Barbadians. He indicated that the union was not against migrant workers and would also represent their interests.

“We have also made the call because there is the need for the discontinuation of the trafficking of people into the area...and it is not all to do with prostitution. It has to do with poverty, and unemployment.”<sup>207</sup>

However, the exploitation of migrant workers in terms of working and living conditions does surface. The primary concern seems to be the perceived large numbers of both regular and irregular migrant workers and the possibility of displacing Barbadian workers. There was also the concern that a large influx of workers could place a strain on Barbados’ social services and the economic well-being of its population.<sup>208</sup> Consequently, there are constant calls for this type of migration to be controlled.

Public opinion varies about whether migrant workers are being exploited and what should be done about it if it is taking place. Following are some of the statements made by the key informants in response to the existence of exploitation and possible trafficking of migrant workers:

- “If someone took my passport, I would go to Immigration. If they’re staying, they must want to be here.”
- “They come expecting the poor conditions – they just seem to accept it; they’re not forced.”

<sup>207</sup> Quoted in *Daily Nation*, 18 May 2004.

<sup>208</sup> Democratic Labour Party, *Barbados Advocate* Newspaper, 9 July 2004.

- “I don’t see it as a problem.”
- “They like it.”
- “Some...come here in search of a better life but the circumstances under which they are forced to live and work are less than humane.”

There was heated debate about prostitution during the last quarter of 2003. This was sparked by comments in October by the Attorney General and Deputy Prime Minister, Mia Mottley, that the decriminalisation of prostitution and homosexuality need to be placed on the “front burner.” She felt this was necessary to remove the “cancer of discrimination” preventing highly at risk segments of the population from benefiting from HIV/AIDS prevention programmes.

There are, however, different opinions about whether prostitution is a criminal act in Barbados. These mixed views were reflected in the comments of the key informants when asked about their views of female prostitutes, although they were more positive responses than negative ones. One person argued that the situation of commercial sex work is an inherently exploitative. Another person felt that they make themselves victims and should not be involved in prostitution.<sup>209</sup> A third considered the repercussions in terms of the transmission of STDs, the breakdown of family life, and the country’s morale.<sup>210</sup> However, the informant did feel that the women are often those who have been abused, have low self-esteem, are poorly educated with many children, and might not be able to see alternatives. Two persons stated that although they might not condone it and think it is immoral, they would not want to impose their morality on others since one does not know what they are experiencing.<sup>211</sup>

Although the key informants did not have an overwhelmingly negative response, the strong negative reactions to the Attorney General’s comments suggest the need for extensive public education about the possibility of forced prostitution in Barbados, if action is to be taken to combat it.

Some of the key informants from the focus group also expressed discomfort with the idea of providing assistance to victims of trafficking, rather than deporting them.<sup>212</sup> They suggested that persons might pretend to be victims if they become aware that such assistance is available. This suggests the need for extensive public education, information sharing, and discussion about the issue of trafficking in persons as well as the exploitation of migrant workers.

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<sup>209</sup> Key informant interview, Barbados.

<sup>210</sup> Key informant interview, Barbados.

<sup>211</sup> Key informant interviews, Barbados.

<sup>212</sup> Focus group discussion, Barbados.

## **Current Government Response**<sup>213</sup>

### ***Legislation***

There is no legislation in Barbados specifically addressing trafficking in persons nor as yet official acknowledgement that it exists. However, the Constitution prohibits forced, compulsory, and bonded labour. There are various acts which deal with offences such as forced labour, child labour, and forced prostitution. Barbados has also ratified a number of related international conventions which cover equality for migrant labour, forced labour, and child labour. Barbados has also signed the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime. Please see the related legal review for a more in-depth analysis of Barbados' current legislative framework.

### ***Government Action***

Various government ministries and departments were identified by respondents to the national survey as those which could be approached if a problem is identified or those which work with at risk persons.<sup>214</sup> Those identified are: the Ministry of Home Affairs including the Immigration Department and the Defense Force, the Royal Barbados Police Force, the Customs Department; the Ministry of Social Transformation including the Bureau of Gender Affairs, the Ministry of Health, the Ministry of Labour, and the National HIV/AIDS Commission.

The social service and health agencies in particular tend to be understaffed and lacking in resources and it might therefore be difficult for them to have increased responsibilities. However, it is hoped that they would be able to assist the victims as necessary. The Immigration Department and the Customs Departments are points of initial contact and can therefore play a key role in identifying victims and traffickers, and ensuring that victims' rights are not violated. The Immigration Department often works with the Police Force in carrying out raids on entertainment establishments in connection with prostitution-related crimes, so its role is also important.

One of the shortcomings noted was that "alleged victims of trafficking are deported by the immigration authorities but there appears to be no investigation by the police department."<sup>215</sup> As a result, the perpetrators are not charged or prosecuted. There are presently no alternatives for dealing with possible victims other than deportation, whereas there should be provisions in place for their immediate protection and voluntary return. The present system further victimises the victim.

The Barbados Workers' Union (BWU) has accused a construction firm of forced labour and passed on this information to both the Ministry of Labour and the Office of the Attorney General. As far as the union is aware, no further investigations have been

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<sup>213</sup> Information taken from the national survey, the IOM and CIM/OAS Regional Project, and the literature review.

<sup>214</sup> National survey respondents, Barbados.

<sup>215</sup> National survey respondent, Barbados.

carried out. There was also a report by a respondent of the national survey of one person being charged with forced prostitution and arrested, but not convicted.<sup>216</sup>

Other problems noted by the respondents to the national survey include the corruption of public officials, some of whom, it is alleged, are paid or are in collusion with traffickers. “There is a thriving network of civil servants and high-powered government officials working in concert with greedy entrepreneurs.”<sup>217</sup> The new and sophisticated methods being utilised by the perpetrators, it was suggested, makes it difficult for the relevant authorities to keep track of them. For example, their exploiters or pimps are now more sophisticated. The prostitutes from outside of Barbados are often housed in relatively isolated houses and in middle-class areas. Cell phones are also used, not only to keep tabs on the workers, but also to alert them about police raids or visits by other authorities since prostitution is a criminal offence in Barbados.

The above suggest that there are inadequate systems or policies in place to deal with trafficking or its manifestations. The lack of inter-departmental collaboration and information sharing in government was brought up as a factor by the Ministry of Labour, which could impede effective action. It has also been suggested by the General Secretary of the Barbados Workers’ Union that the government needs to develop a protocol dealing with the injustice meted out to migrant workers and that they “need to find the exploiters and exercise the full long arm of the law.”

In February, 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including Barbados. The project consists of three key elements: applied research, information and awareness-raising and capacity building, and relies on the strong on the ground partnership with the Bureau of Gender Affairs as the primary point of contact. The project, in partnership with the Bureau of Gender Affairs, held two targeted training and capacity building sessions. The first, held June 2004, trained 54 participants. A second, technical two-day training was held in November 2004, training 21 and continued to focus in more depth on developing a practical, response in community awareness-raising and information campaigns. The project is currently finalizing a regional information campaign which will, in partnership with the Bureau of Gender Affairs and community partners, support the efforts within Barbados to raise awareness on the issue of human trafficking using a variety of information campaign tools. The project is also hosted a regional meeting, bringing in government and civil society participants from Barbados as well as all Caribbean countries to begin developing a regional plan of action for the Caribbean.

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<sup>216</sup> National survey respondent, Barbados.

<sup>217</sup> National survey respondent, Barbados.

## **Current Non-Governmental Response**

### ***Organizations working to provide assistance to victims, migrants, and other vulnerable populations***

The trade unions and one women's group were identified as agencies giving assistance to victims of trafficking, migrants and other vulnerable populations. The assistance offered by the Business and Professional Women's Club (BPW) includes a Crisis Hot Line, a Shelter for Battered Women, counselling, advocacy, and information and awareness-building. The BPW has recently started to work with commercial sex workers and is enabling the formation of a Commercial Sex Workers' Association. It also runs a self-development programme for unemployed women to assist them in moving away from depending on welfare cheques. Although these activities are not directed specifically at trafficked women, the services are utilised by those seeking help, including those in abusive and exploitative situations. Migrant women are able to seek assistance from the hotline and also approach the shelter for refuge.

Trade Unions offer information and awareness-building, seminars, advocacy, and efforts at prevention. They also tend to be more proactive in reaching out to migrant workers to offer them representation if they become union members. However, the workers are sometimes reluctant to request assistance for fear of reprisals. For instance, the General Secretary of the Barbados Workers' Union, the largest union in Barbados, has been very vocal recently on the issue of migrant workers. He has called for, among other things, the government to set up a Registry and Inspection Department,

“...to stop the unscrupulous replacement of capable Barbadian workers by non-locals, many of whom are brought into the country for the express purpose of displacing Barbadian labour...”<sup>218</sup>

He noted that this was in keeping with the ILO's Convention of Migration for Employment which looked at establishing measures to facilitate and control migration movement and also called for the registration and regulation of migration. At the same time, the General Secretary stressed that the union was not against migrant workers and that it would also represent their interests since it recognised that some migrant workers were being exploited.

The Guyana Association of Barbados was launched in 2004 and, while not dealing with trafficking directly, it is trying to help Guyanese with opportunities for education, resources, and assisting with assimilation into Barbadian society.

A number of international organizations are based in Barbados but none of those contacted during this research respond specifically to trafficking in persons because it has not surfaced as a problem. Some provide funding in areas which respond to the needs of vulnerable persons such as those in situations of domestic violence and sexual harassment. Churches are also key sources of assistance for vulnerable groups seeking spiritual guidance and counselling, as well as material and financial assistance.

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<sup>218</sup> *Daily Nation*, op. cit., 18 May 2004.



***Inter-NGO collaboration and NGO-government coordination***

Lack of coordination and ongoing collaboration among NGOs was one of the areas identified as problematic. This results in gaps and duplicated services in some instances. NGOs do occasionally work together on specific issues, but this is not usually sustained. Collaboration between civil society and government is also important, with a formal precedent having been set at the national level with the establishment of a Social Partners' mechanism comprising the public sector, the unions, and the private sector.<sup>219</sup> There are also other examples of government and NGO collaboration from which lessons can be learned, both in terms of best practices and shortcomings. These include a Coalition on Sexual Harassment (CASH), comprising NGOs and the Bureau of Gender Affairs; in 2001-2002, collaboration between the local Caribbean Association for Feminist Research and Action (CAFRA) network and the Police Force on a project to train police officers and social workers in the area of domestic violence; and the Domestic Violence Forum, a loose coalition of NGOs, government agencies, and individuals particularly interested in working with perpetrators.<sup>220</sup>

**Conclusion**

This study represents the first effort to research the issue of trafficking in persons in Barbados. The findings point to some level of human trafficking in the areas of sexual exploitation and domestic servitude. The victims in these situations are primarily females, who are particularly vulnerable to trafficking because of traditional and ongoing gender inequalities and the high level of female-headed households in the Caribbean. However, it seems that male migrant workers are also susceptible to trafficking. Evidence of labour and other exploitation was revealed and it appears that this extends in some cases into forced labour, one manifestation of trafficking in persons.

The key informants raised some areas of contention, which need further discussion. These included:

- The need to distinguish between trafficking and exploitation;
- If a person does not like the conditions under which they are working and living but is willing to accept them, is that person really a victim?
- How does an agency deal with a situation it identifies as trafficking if the victim is willing to remain in the situation?
- If the victim is gaining in some way from the relationship, can it be called trafficking?<sup>221</sup>

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<sup>219</sup> The Social Partnership between the government, labour and the private sector started in 1991 as a response to an economic crisis in Barbados. Subsequently, the partnership was continued on major economic and social issues. It was formalised from 1993, with a series of Protocols – Protocol 1 (1993-95) – Economic Stability and Collective Bargaining; Protocol 2 (1995-97) Forging Partnerships on Wage Restraints and Productivity; Protocol 3 (1998-2000) – Building Sustainable Social and Economic Partnerships; and Protocol 4 (2001-04) – Poverty Alleviation through Education and Training. This contains an Appendix – Policy on HIV/AIDS and Other Life-threatening Illnesses in the Workplace.

<sup>220</sup> This was part of a regional project run by the Caribbean Association for Feminist Research and Action (CAFRA) in collaboration with the Association of Caribbean Commissioners of Police (ACCP).

<sup>221</sup> One key informant argued that if the person is benefiting in some way, it is not trafficking - for example, s/he might have her passport taken away, but might be paid a fair wage. The employer might also be protecting him/herself from the employee leaving the job prematurely.

Although it was not possible to determine the full extent to which trafficking in persons exists in Barbados, the possibility that it exists and the potential for it to increase, as the economies of the Caribbean become more insecure are areas of concern. The essence of trafficking in persons is exploitation and as one key informant concluded:

“...A society where you can ...find these practices is one that should recognise that there is a lot of work to do and it is not as sophisticated as it would like to think. When we treat people like that or are aware that it goes on, we’re all the poorer for it.”<sup>222</sup>

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<sup>222</sup> Key informant interview, Barbados.





## **Guyana**

### **Main Findings: Literature and Statistical Reviews and National Survey**

Literature pertaining to trafficking in persons in Guyana has mainly been initiated by non-governmental and specialized international organizations and recently by the local media. A broader literature review nonetheless provided substantial background information on a range of elements considered as push factors.

#### ***The socioeconomic context***

As reported by *Andaiye*, the ban on the commercial importation of staple foods in 1982 precipitated a large-scale informalisation of the economy.<sup>223</sup> The introduction of the Economic Recovery Programme (ERP) a couple of years later had strong social repercussions as reported in the *Government 2003 Report on Progress towards the Achievement of the Millennium Development Goals*: “In the early stages, the severity of the structural adjustment programme measures had a negative effect on employment and incomes. In particular, the downsizing of the public sector and the concomitant loss of jobs, the privatization of State enterprises, coupled with the virtually jobless growth in the private sector, reduced opportunities [...]”<sup>224</sup> The social effects of the ERP particularly hit the public sector (i.e. downsizing what used to be a largely state-owned oriented economy). They also severely hit the petty dealers whose socioeconomic situation was for the most part already precarious, and who were mainly women.

In an article published in 1998, a direct link was established between the restructuring of the Guyanese economy in the 90’s and the rise of commercial sex work.<sup>225</sup>

Despite a decade of sound economic recovery, Guyana is still classified as a low-income country with a per capita income close to USD 800.

#### ***Poverty and social inequality***

The country’s high inequality means that prosperity fails to benefit many segments of the society. For instance a country brief by the International Monetary Fund (IMF) states that 92% of the population in rural areas –including various indigenous populations– lives in poverty.<sup>226</sup>

The manifestation of poverty does not only lie in low income, but is also reflected in inadequate access to resources that shape overall opportunities, such as literacy, proper nutrition, and protection from child labour. For instance, according to the *Education for All-Fast Track Initiative Country Proposals* of 2002, 33% of the children are graduating from primary school without acquiring basic literacy skills. According to Jennings

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<sup>223</sup> Andaiye, ‘*You Got to Get Good Heart*’: *Stories by Guyanese Women Traders*, Mimeo, undated.

<sup>224</sup> Government of Guyana (2003) “Report on Progress towards the Achievement of the Millennium Development Goals,” Georgetown: 29.

<sup>225</sup> Red Thread Women’s Development Programme (1998) “‘Givin’ Lil’ Bit fuh Lil’ Bit: Women and Sex Work in Guyana,” in Kamala Kempadoo (Ed.), *Sun, Sex and Gold: Tourism and Sex Work in the Caribbean*, Rowan and Littlefield Publishers, Inc., Lanham: 263-290.

<sup>226</sup> International Monetary Fund (IMF) (2004) *Guyana Country Brief*, updated in July 2004.

Zellyne, this high rate of illiteracy among out-of-school youth and the level of dropouts are particularly important in primary tops and in community highs which are designed for students coming from the poorer households.<sup>227</sup>

*The NGO Report to the Committee on the Rights of the Child 2003* cites the lack of job opportunities available to young Amerindian girls in their communities and limited formal education as direct reasons for their vulnerabilities to being lured out of their communities by non-Amerindians to work as domestics, waitresses, and bar attendants.<sup>228</sup> Guyana's report to the *Convention on the Elimination of All Forms of Discrimination Against Women 1998-2002* refers to "the practice of employment of young hinterland Amerindian girls in coastal locations, particularly in urban centres, many of whom have no documentation to verify their age. Many of the girls are subject to abuse from employers and their clients and have little recourse in environments to which they are often unaccustomed."<sup>229</sup>

In a rapid assessment on the worst forms of child labour in Guyana, the International Labour Organization (ILO) describes child labour as "pervasive, ubiquitous but largely unrecognized," involving children from all ethnic groups – East Indian, Black, Mixed Race, and Amerindian – who are driven "by culture, parental neglect, family breakdown and economic necessity to work for their own upkeep or that of their family and relatives. They farm, fish, engage in vending, work as labourers, loggers, miners, domestics, sales clerks, apprentices, machine operators, guards or watchmen and as prostitutes."<sup>230</sup> This report underscores the link between child labour and poverty when describing the worst forms of child labour (affecting primarily street children, and children from remote Amerindian villages).

In the *Voices of Children: Experiences with Violence*, Dr. Christie Cabral in collaboration with UNICEF, *Red Thread*, and the Ministry of Labour, Human Services, and Social Security reported in June 2004 as follows:

Reports were received from health workers, teachers, and some older children in certain areas of Region 2 & 3 of internal trafficking of girls, particularly Amerindian girls, for prostitution. All the accounts were second-hand... however the secondary accounts all described similar circumstances. Individuals went into remote rural villages, where the population was primarily Amerindian and offered work for young girls as domestic workers in homes or as waitress or cleaners in restaurants. These girls would go with the person to take up these jobs but would subsequently find themselves drawn into

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<sup>227</sup>These are secondary level classes located in primary schools. Zellyne, Jennings, et al. (1995) *Functional Literacy Survey of Out-of-School Youth*, in collaboration with UNICEF, Guyana Ministry of Education, Georgetown.

<sup>228</sup>Red Thread Women's Development Programme (2003) *Guyana NGO Report to the Committee on the Rights of the Child*, Georgetown: 26.

<sup>229</sup>Government of Guyana (2002) *Report of the Cooperative Republic of Guyana under Article 18 of the Convention on the Elimination of Discrimination Against Women 1998-2002*: 28.

<sup>230</sup>Danns, Georges K. Ph.D (2002) *Guyana, the Situation of Children in the Worst Forms of Child Labor, a Rapid Assessment*, ILO Subregional Office for the Caribbean, Port of Spain, Trinidad, October : 1.

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prostitution. Some remained in shops around the build up areas along the coast and some were subsequently taken to mining camps in remote hinterland locations.<sup>231</sup>

Finally, gender inequality also needs to be taken into account. An article published in the late 90's, warned that women appeared to be increasingly engaging in the commercial sex work, with some groups –Amerindian and schoolgirls– appearing particularly vulnerable to deception and coercion.<sup>232</sup> More generally, women in Guyana, as indicated in the following data provided by the Bureau of Statistics, earn less than men in both lower level and professional occupations.<sup>233</sup>

Persons with Gross Income below \$30,000 per month in lower level occupations

<b>Major Occupation</b>	<b>Females</b>	<b>Males</b>
Clerks	90%	69%
Services/Sales	95%	87%
Elementary Workers	94%	73%
Agricultural Workers	97%	87%

Source: Guyana Bureau of Statistics, 2001

Persons with Gross Income below \$30,000 per month in professional occupations

<b>Major Occupation</b>	<b>Females</b>	<b>Males</b>
Managers	60%	47%
Professional	77%	42%
Technician	91%	65%

Source: Guyana Bureau of Statistics, 2001

### ***Weakened rule of law***

The security situation has deteriorated in the last years and according to sources, including the police, this violence is directly related to the drug trade.<sup>234</sup> Guyana is emerging as a major transshipment point for illegal drugs and migrant smuggling, called back-tracking locally.

The country shares many miles of border with Brazil, Venezuela, and Suriname and the Atlantic Ocean. These borders are largely un-patrolled and provide almost unlimited access to both inland and seashore areas. According to the United Nations Office on Drugs and Crime (UNODC), these geographical features, added to the proximity of major cocaine producing countries, make Guyana vulnerable to drugs being shipped into and out of the country, benefiting those within Guyana who serve as middlemen. While the

<sup>231</sup> Cabral, Christie (2004) *Voices of Children: Experiences with Violence*, in collaboration with MLHSS, RTWDP, and UNICEF-Guyana, Georgetown, June: 28-29.

<sup>232</sup> Red Thread, op. cit., 1998: 263-290.

<sup>233</sup> Government of Guyana (2001) *Report of Guyana Multiple Indicator Cluster Survey*, Multiple Indicator Cluster Survey, Regional Tables for Guyana, Bureau of Statistics, Georgetown, Available online at: <http://www.childinfo.org>.

<sup>234</sup> United Nations Office on Drugs and Crime (UNODC) (2002) *Annual National Report, Guyana Drug Information System 2002*.

literature review does not conclude a direct relationship between trafficking in persons and drug trafficking in Guyana, examples from other countries show that the instigators of illegal businesses are often involved in a range of “multi-purpose” lucrative criminal activities, often using common financial and communication networks. An overall increase of criminality and a climate of impunity can feed money laundering, corruption, and violence.

### ***The challenges of the life in the Hinterland***

Life in the hinterland is challenging: the topography is difficult, the communications are limited, and the populations live in dispersed settlement patterns. The Amerindian communities also undergo certain scarcity of skills impacting therein on “attracting jobs.” According to the IMF, nearly 80% of Amerindians live below the poverty line. Hence, *The Guyana Poverty Reduction Strategy Paper* lists the following development priorities for Amerindian groups: employment generation, assistance in developing home-based enterprises, access to potable water, improved roads, technical assistance to increase agriculture, productivity, access to basic health services, and primary education.<sup>235</sup> The need to improve governance and public sector accountability particularly at the local level are also seen as another essential factor to reduce poverty. All these developmental issues can be considered as pull/push factors possibly contributing to trafficking in persons.

### ***High economic mobility patterns***

Guyana has a strong tradition of internal movements, driven by work and settlement opportunities. Internal movements have traditionally been from rural to urban areas and from coastal to hinterland areas. International migration patterns are to Caribbean territories, including the Atlantic coast of Central America, as well as to the United Kingdom and North America. Since the 1980’s there has been a substantial increase in temporary movements across borders with the development of petty trading. Migration and mobility are typically seen positively in Guyana and are perceived as leading to better living conditions or opportunities. Also, traditionally, the Amerindian communities send their children out to the coast (to church institutions or private persons) for education or employment purposes, hoping to enhance their opportunities.

### ***Trafficking in persons***

The *2004 Trafficking in Persons Report*, published by the U.S. State Department, identifies Guyana as a country of origin, transit and destination primarily for sexual exploitation.

“Much of the trafficking takes place in the interior of the country, where observers indicate that likely over 100 persons are engaged in forced prostitution in isolated settlements. Victims are also found in prostitution centres in Georgetown and New Amsterdam. Guyanese victims originate mainly from Amerindian communities; some come from coastal urban centres. Most foreign

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<sup>235</sup> The World Bank Group’s International Development Association (IDA) and the International Monetary Fund (IMF) (2004) “Poverty Reduction Strategy Paper a Joint Assessment,” *The Guyana Poverty Reduction Strategy Paper*, 28 August.



victims are trafficked from Northern Brazil; some may also come from Venezuela.”<sup>236</sup>

### ***Statistical data***

Specific data on human trafficking is not available in Guyana. Numbers of alleged victims are anecdotal and concern alleged victims trafficked for purposes of sexual exploitation. In the course of a participatory needs assessment of commercial sex workers, *Red Thread* identified several victims in 2001. These young women had been deceived into prostitution and domestic servitude. In 2000, The Guyana Human Rights Association (GHRA) reported the cases of two female minors trafficked between the border town of Corriverton and Nickeri across the Corentyne River in the Republic of Suriname.<sup>237</sup>

Currently, very little data exists on the number of traffickers arrested or convicted. When asked if they were aware of any convictions related to trafficking in persons, out of the 58 national survey respondents, 15 answered positively, 24 negatively and 19 did not respond. Of those respondents aware of an arrest, only two cases were mentioned. The first case concerns an alleged trafficker operating together with his wife in Crab Wood Creek and in Corentyne. His arrest led to the rescue of a young girl (13 years of age) from a bar by the Ministry of Human Services in August 2004. The second case concerns a businessman allegedly trafficking girls into Suriname. This case was still under investigation at the time of this research.

### **Main Findings: Key Informant Interviews**

The following section presents an analysis of the 34 key informant interview findings conducted by the research team. The information obtained from these interviews suggests that trafficking in persons is in fact happening in Guyana, primarily for purposes of sexual exploitation, forced labour, and domestic servitude. They also draw a profile of alleged victims and offer some scenarios of the trafficking process. While outlining the general consequences of the trafficking phenomena, these interviews also provided a platform to express rising concerns and will hopefully serve as a basis for designing more specific interventions.

### **Awareness of the types of exploitation occurring in Guyana**

Asked about their awareness of forced prostitution, forced labour, domestic servitude or none of the above in Guyana, the key informants provided multiple answers as follows:

- i) 74% knew about forced prostitution or sex work;
- ii) 35% knew about forced labour;
- iii) 20% about domestic servitude;
- iv) 18% knew none of the above mentioned / or did not answer;
- v) and, 41% were aware of trafficking involving male victims.

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<sup>236</sup> U.S. State Department (2004) *Trafficking in Persons Report*, June, Available online at: <http://www.state.gov/g/tip/rls/tiprpt/2004/>.

<sup>237</sup> Guyanese Human Rights Association (2000) *Concerns over the Vulnerability of Minors at Corriverton Border*, February.

### **Characteristics of the phenomenon**

Trafficking in persons in Guyana is first and foremost reported to occur within the country and primarily involving Guyanese women and girls for purposes of sexual exploitation and domestic servitude. Cases involving men and women for purposes of forced labour have also been reported in the course of this research.

#### ***Trafficking for purposes of forced labour***

Out of the 12 examples cited by the key informants to illustrate forced labour, nine referred directly to cases of domestic servitude, sexual exploitation, or a combination of the two.<sup>238</sup> The remaining examples provided during the interviews reflected more specifically on labour exploitation situations affecting Amerindians and will be illustrated in following cases.

Key informants indicated that trafficking for purposes of forced labour is reported among both sexes, but seems to affect men and boys primarily leaving the interior of the country and often involves Amerindians.

Men, women, and at times families, are recruited and taken from their communities by land-grant owners to work on farms and live in logies, reported sometimes not to even contain beds.<sup>239</sup> Informants alleged that they are not paid, but given credit at the grant owners' shops and sink into debt bondage. They are unable to return home since they have no money and no job in their community of origin. In other trafficking cases, key informants noted that sawmill owners recruit Amerindian men. They work very long hours and are paid with food rations, on a survival mode, and have no means to return home.

“Amerindian women and men are recruited from their settlements to work on grants in the Homeroom River- the men in the farm and the women in the owner’s yard digging coconuts. Women work from very early in the morning until evening. The women have to do 1000 or more coconuts for \$350 - \$400 (Guyana dollars). They are not paid any money. The owners have shops and the people are allowed limited amount of credit per week; they always end up owing. They can’t afford proper meals or clothes. They can’t leave to go home because they owe their boss and there is nothing to go home to. They can’t go out of the area without boss’ permission. Logies are built at the back of the owners’ yard for workers to live in.”<sup>240</sup>

“Six Amerindian boys aged 14-20 yrs old were brought out from their village to work with this business man. These boys have to do all the fetching and packing of things, clean yard, wash concrete, clean shop. This man works these boys like slaves; they have to do all the dirty work. Meals are provided; they live in a tent at the back of the yard. They are not being paid so they can’t go back home. These boys don’t have clothes; they

<sup>238</sup> Key informant interviews, Guyana.

<sup>239</sup> Logies are old plantation shacks.

<sup>240</sup> Key informant interview, Guyana.

can't mix with other people because they are very untidy. They don't have clean clothes. These boys are being beaten by the man's 17 yr old son and abused verbally. He would curse them and tell them they are lazy. He would hardly give them food. When they have the chance they would steal biscuits from the shop to eat. One of them got caught and he was badly beaten. Lack of education has a lot to do with this situation."<sup>241</sup>

### ***Trafficking for purposes of forced prostitution***

While the key informants are aware of a few cases in which young women and men have been trafficked outside of the country (occurrences made in relation to external trafficking involve three young women trafficked to Barbados, young men trafficked to gay clubs in Trinidad, four girls taken to Suriname, a nurse tricked to go to Trinidad and two sisters lured into Barbados) the majority of the related cases concern Guyanese women exploited within the country.<sup>242</sup>

According to the 24 key informants that recognized trafficking for forced prostitution, the majority of victims were thought to be girls from North Western Guyana and the Homeroom Region from all ethnic groups. Victims are stated to be primarily young girls (from early teens to early 20s) who live in river rain or interior areas and who are deceived, being offered work as waitresses in small establishments on the coast. Upon arrival, they are told after few days that they have to engage in sex work and through various forms of control are prevented from leaving. Although most of these cases were believed to involve Amerindian girls and women, trafficking of girls and women of all races overseas to neighbouring countries, and of girls and women from coastal areas to mining locations in the hinterland to engage in sex work, also takes place.

Recruiters, mainly reported in the interviews to be or to work for "club owners," will make friends in a given community and then have these friends recruit young women and girls, promising them jobs with good salaries as a salesclerk, waitress, or maid.<sup>243</sup> At times, these intermediaries will seek parental approval and will provide the parents with a cash advance.<sup>244</sup>

Women and girls are then coerced and bound to their places of work. Their living conditions are reported to be precarious. They sleep on mattresses, makeshift beds, or a single bed for which they are charged. Also, they are also often used as domestic workers and/or waitresses and as such, experience multiple forms of exploitation.

Most means of control described by key informants involved debt-bondage, restricted movement (including being locked up), withholding of payment or insufficient pay, threats (including death threats), and physical violence from employers and clients.

The following case is representative of the trafficking methods of recruitment and control used by perpetrators in Guyana:

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<sup>241</sup>Key informant interview, Guyana.

<sup>242</sup>Key informant interviews, Guyana.

<sup>243</sup>.Key informant interviews, Guyana.

<sup>244</sup>Key informant interviews, Guyana.

“Bar owners in Coenzyme are paying people to bring young girls from rural communities. They trick the girls into coming, fool them that they are going to Georgetown to work as salesclerks and domestics and their salary would be big. Parents are given advances and are told girls would be well taken care of. Girls are taken to Coenzyme and are handed over to business people who then tell them the kind of work they have to do. In two business places I know of .... the proprietors work these girls like slaves. Movements are restricted, no interaction with others but clients; no pay, work from one morning to another, given rooms attached to the back of the house with bed. Girls are padlocked in those rooms after work; they get free food and are taken to market by boss to buy clothing, if sick boss pays bills. These girls are abused verbally and physically by their bosses. Sometimes the owner of... goes to Charity and brings girls, some for her business and some to sell to other businesses.”<sup>245</sup>

Trafficking of Guyanese women for purposes of sexual exploitation to other countries - Barbados, Trinidad, Venezuela, Suriname, the Netherlands, and French Guiana- is mentioned by a few informants.<sup>246</sup>

“In one case two sisters in their mid twenties were recruited by a friend of their uncle to go to Barbados as waitresses. After showing them around for two days they were then told they had to do sex work. Their passports were held and they were subjected to threats and verbal abuse.”<sup>247</sup>

#### ***Trafficking for purposes of domestic servitude***

In the eight cases identified by the key informants, victims were “young girls” taken from their places of residence. These key informants listed mainly women and girls as being recruited in their places of residence to be maids and taken from their communities to coastal areas. The victims consented to their recruitment process, unaware of their ultimate living and working conditions. Their working conditions are believed to be poor, working endless and countless hours for very little wages or no salary at all. They face fairly poor living conditions most of the time lodging inside of their “master’s home,” and often having to share rooms and sleep on mattresses.

Means of control mainly comprise of withholding of wages, threat of losing employment, and restriction of movement. The key informants were not aware of cases of women lured to travel overseas that ended up in domestic servitude, except for one case in St. Lucia.<sup>248</sup> The following example is illustrative of such exploitative process:

“A large percentage of people moving from one area to the next to do what ever work most people refuse to do in that area. They work 12 or 14 hrs, e.g., 7am-10pm, they are paid little or no money, stay in the same home with the owners. Money deducted for

<sup>245</sup> Key informant interview, Guyana.

<sup>246</sup> Key informant interviews, Guyana.

<sup>247</sup> Key informant interview, Guyana.

<sup>248</sup> Key informant interview, Guyana.

meals and lodging. They can't go back home. There are threats of not getting their jobs back. They have nothing to do at home, they are in mental bondage."<sup>249</sup>

### ***Debt-bondage***

As previously mentioned, debts or debt-bondage are often used to control victims of trafficking and often leads to servitude.

The following example is taken from an additional interview conducted by the research team with a former governmental official and underlines:<sup>250</sup>

- i) a demand for cheap labour in certain parts of the Guyanese economy, (the timber industry in particular);
- ii) mode of recruitment and deception on wages;
- iii) and, the cycle of debts.

“Now in a previous work life I know of people with money requiring cheap labour - cheap labour in the wide sense that they were looking for naïve people, people who are less independent and who if moved out of their environment will feel bonded to their recruiters and therefore could be held in some form of subjugation or bondage; and the sole purpose for recruiting these people is exploitative in nature. There is no equality of opportunity - it is for sheer exploitation.

That exploitation could be in a number of ways, not only for sexual gratification or sexual purposes; it is for these people to provide a cheap form of labour. I could refer to one instance where that is very obvious, and that is in the timber industry... the more and more forest-based operations are removed from the coastland and as you penetrate further and further into the hinterlands to conduct logging activities there is need for labour. And in many instances, because the areas in which they penetrate are to all intents and purposes virgin areas and there was no plan for accessing or developing this area say ten years ago or 15 years ago, you find there is a mad scramble to find human resources to provide services for whatever form of activities are to be taken up. In many instances those who born and grow on the coastland are not very favourably disposed to go and work in those areas for the type of salary or wages that are being offered. And so recruiters go in to local and indigenous communities and they recruit people for work.

Now when these people see the call and turn up in these locations they are to most intents and purposes offered very poor accommodation facilities. They are strangers to the area that they go to and they do not know how to get out if anything happens and they are at the mercy of their recruiters or employers. And that is a form of trafficking in persons. These people are tied to that location, they have to report for work as directed and they only end work when they are told to do so; although they may be paid a wage it may not be the wage that is promised them and that wage is tied to certain conditions.

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<sup>249</sup> Key informant interview, Guyana.

<sup>250</sup> Reported in document A.

If they go to the provision store to buy rations, they buy the rations at whatever price the owner of the operation demands and he deducts the cost of the rations from their meagre salaries or meagre wages and therefore it is a kind of chattel or bonded system and in many instances they have to pay back the cost of being moved from their locations to the operations. They pay exorbitant prices for everything and in many instances because of no opportunity to socialise other than what is offered to them by the operator, they are also tied to what he charges them for recreation and when I speak of recreation I am speaking about imbibing alcohol and once you are imbibing alcohol, then you don't use reason on how much you spend - whatever he charges you, you pay or he deducts it from your salary.

So in many instances most of these people work for weeks, months on end, and when they ask to settle their accounts because they want to go home, either they are refused permission to leave the camp or they leave with virtually nothing - and probably after their families have not seen them for some time, six months, a year, they go home with little or nothing at all. That happens in the timber industry and it happens on a very large scale.”<sup>251</sup>

### ***Trafficking factors in Guyana***

In Guyana trafficking in persons is believed by key informants to be economically driven and is not reported or even associated with immigration patterns (either in the region or overseas) but rather within internal mobility patterns.

According to the majority of the key informants, trafficking for purposes of sexual exploitation and labour exploitation (including domestic work) is occurring in Guyana, and analysis attributes this to be in response to the demand for commercial sex and the cheap labour. Key informants cited poor economic situations as key factors explaining economic mobility within the country and in some cases subsequent entrapment into exploitation. When asked if the phenomenon is linked to a demand for cheap domestic labour, an overwhelming majority replied affirmatively (68%), while 26% didn't know, and 2% replied negatively.

The key informants were all in agreement that it was business people working with go-betweens in communities who were benefiting by exploiting poor people. The most frequent example was of business people - both women and men - going into communities to recruit young girls (and in fewer cases young boys) directly or using an intermediary in the village who would tell them who to contact. These statements are similar to the information reported in the press describing the perpetrators as “liquor restaurant” and restaurant holders or as “brothel owners.” For instance, in its July 1<sup>st</sup> edition, the *Stabroek News*, stated, “18 years old ‘Susan’ was recruited two years ago from the North West District by the owners of a liquor restaurant in Mohican and hired with three other girls to work there. She was told that she would sell at the counter, however...”<sup>252</sup>

<sup>251</sup> Key informant interview, Guyana.

<sup>252</sup> *Stabroek News*, Berbice special edition, 1 July 2004.

Of the key informants, 47% (16 of 34) responding believed that trafficking in persons in Guyana is linked to the drug trade, while the same percentage disagrees with the statement and 6% did not respond.

### ***Key informant concerns in Guyana***

This section reports on the concerns raised by the 58 informants who participated to this research study (including 34 key informant interviews and the 24 who filled in the national survey form).

First, an overwhelming number of informants (44 of 58) are of the impression that trafficking in persons constitutes a problem in Guyana (while they admit not knowing its extent), pointing at scarce economic opportunities as a root cause.<sup>253</sup> This means that without general amelioration, trafficking in persons is likely to continue or to grow. Second, while acknowledging that trafficking in persons affects all ethnic groups, the informants see it primarily targeting young girls from the interior and the Amerindian communities. Third, the research team is under the impression that answers to the question on domestic servitude do not strongly relate the use of domestic labour for trafficking. Participants tended to talk about the abuse of domestic workers who are made to work for a pittance. Hence, the extent to which participants associate these activities with trafficking in persons is uncertain.

Fourth, the informants are under the impression that little is done to address the phenomenon and that the efficiency of the actions undertaken remains to be proven in the months to come. When requested to express their opinion on the measures/actions addressing the phenomenon, 50% of the informants (29 of 58) gave no response while only three out of 58 thought they bared results. Identified weaknesses included scarce financial resources and as direct result, the inadequacy of the assistance provided compared to the needs. Fifth, there is a feeling amongst the key informants – well illustrated by the tone of certain articles in the local media – that the current efforts undertaken by the authorities to tackle trafficking in persons are perhaps externally driven, responding to the *US Trafficking in Persons Report*, and that the seriousness of the phenomenon may not be fully recognized by some government officials.

Also, corruption practices were lightly highlighted in the course of few interviews. They are only specific in one occurrence: “people do not report to the police, because the police go back to the proprietors and tell them what they were told and from whom. People are afraid so they do not report.”<sup>254</sup>

### ***Conclusions from the key informant interviews***

Key informants generally believed that trafficked victims in Guyana are lured and are unaware of the ultimate conditions and real locations of their work and are exploited for purposes of sexual exploitation, or domestic servitude. In cases of recruitment involving

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<sup>253</sup> Acknowledging that this is a combined statistic from the national survey and key informant interview results. There may have been some overlap of persons who filled out the survey and those who were interviewed.

<sup>254</sup> Key informant interview, Guyana.

under-aged girls and boys, the family often gives consent and receives some cash advance in exchange. It is worth remembering that children under eighteen years of age cannot, according to international standards, give valid consent, and any recruitment, transportation, transfer, harbouring or receipt of children for the purpose of exploitation is a form of trafficking regardless of the means used.

Some victims are said to be forced to work for little or no wages due to inflated debts (i.e. transportation costs, especially in the hinterland), and end up in servitude type conditions. While sexual exploitation and domestic servitude are mainly driven by the informal and the private service sectors, forced labour and servitude appear likely to be driven by the agriculture and industrial sectors (mines, forest). The extent of such exploitation in the industry remains largely unknown, key informants rarely provide data, and most of the exploitation is allegedly taking place in the hinterland.

All the examples substantiating the key informants' information seem to indicate that exploitation is occurring outside of the victims' area of origin (either community, or place of residence), contributing to their vulnerability and isolation. Finally, the fact that these interviews were conducted exclusively along coastal areas, leaving almost 90% of the territory uncovered, does not allow for general conclusions on the scale of the phenomenon, but provides a preliminary assessment.

### **Media Review**

The April 2004 launch of the government's campaign to combat trafficking in persons in Guyana, combined with the release of the *US State Department Trafficking in Persons Report* in June 2004 brought the issue of trafficking in persons under the spotlight and received significant media attention. The researchers did not find significant previous coverage or investigation on the phenomenon.

From mid-April to the end of August 2004, the research team came across 57 press articles relating to trafficking in persons in four newspapers: the *Stabroek News*, the *Kaieteur News*, the *Guyana Chronicle* and the *Catholic Standard*. These articles included seven reports focusing on alleged cases of human trafficking.

An analysis of these articles revealed that trafficking in persons is not a new issue in Guyana, but the issue until recently remained quite low profile.

“In a report on the Pomeroon-Supenaam Region published over six years ago, evidence was produced to show that proprietors of rum shops, discos and hotels were recruiting girls as young as fourteen years of age from Akawini, Moruka, St. Monica's as well as from other locations as ‘waitresses.’ These innocents were turned into sex-slaves and forced by their unscrupulous employers to provide unprotected, and sometimes gratuitous sexual services to their customers.

Girls were paid low wages, lived in sub-standard accommodation, and were simply sent back to their settlements when they became pregnant or too sick to work. The evidence



suggests, too, that young women were taken to timber grants and mining camps and abused in a similar manner.”<sup>255</sup>

“The exploitation and abuse of Amerindian women and young girls by some unscrupulous businessmen has been going on for years, seemingly without any major intervention by the authorities to curb the practice. Young Amerindian women and girls - many of school age - have been lured by the owners of restaurants, hotels, bars and other places to the city and coast with promises of gorgeous lifestyles and high salaries. However, on arrival they find themselves as virtual slaves of their employers, working in some instances as sex slaves under the guise of being domestics or employed as waitresses at hotels and bars to attract customers. Far from the gorgeous lifestyles and lucrative salaries promised them, most end-up as drunks and prostitutes because of the environmental and societal conditions under which they leave. In the process they are subjected to all forms of abuse and human degradation, including rape and other forms of physical abuse. The slightest show of dissent most times results in harsh measures by their employers, including being thrown out on the streets in the wee hours of the morning.”<sup>256</sup>

Also, the *Berbice Special* edition of the *Stabroek News* featured some “street interviews” on the topic. Out of eight respondents, four spoke with some knowledge about the phenomenon, demonstrating a significant level of public awareness in the Berbice Region as illustrated below:

- A “community worker” spoke of shop owners in West Berbice using girls to attract customers and underpaying them, the girls having been tricked into coming out of the interior.
- A “store owner” said that trafficking had long been a feature throughout Guyana especially in Berbice where people go to Amerindian areas, trick the girls into coming to work and then threaten the girls and have them comply with their demands.
- Another “shop owner” said that trafficking in persons was occurring under “one of these shops”. He spoke of Amerindian girls being lured by promise of profitable jobs and then being taken advantage of, and used for prostitution.
- A “disk jockey” spoke of businessmen going into Amerindian areas and taking Amerindian females to make money out of them, paying them little or nothing. He also spoke of one Amerindian girl who told him that if she is paid G\$1000 for sex she has to give the owner G\$700 and she is paid G\$2000<sup>257</sup> to work as a waitress. The girl said that men take advantage of them and treat them cruelly.

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<sup>255</sup> “Trafficking in Amerindian girls is not new,” *Stabroek News*, Editorial, 15 June 2004.

<sup>256</sup> “The exploitation must be addressed,” *Guyana Chronicle*, Editorial, 18 June 2004.

<sup>257</sup> At the time of this research G\$ 1000, equaled US\$ 5.60, G\$ 700 equaled US\$ 3.92, and G\$ 2000 equaled US\$ 11.20.

<sup>258</sup> “The Exploitation of Amerindian girls,” *Stabroek News*, 31 July 2004.

The seven articles relating directly to alleged trafficking cases describe the form of exploitation (i.e. forced prostitution in these cases); recruitment methods (through deception or financial transaction with the victim's families); and forms of control (no payment, restriction of movement). Each of these articles also provides some information on the economic activity of the traffickers.

### **Current Government Response**<sup>259</sup>

Since April 2004, the Government of Guyana has taken several steps in combating trafficking in persons. On April 22, 2004, a national strategy was launched by the Government of Guyana.<sup>260</sup> Minister Shadick of the Ministry of Labour, Human Services, and Social Security (MLHSSS) was identified as the lead focal point in charge of the government's response. President Jadgeo convened an inter-agency meeting on human trafficking which included key government agencies, the U.S. Embassy and non-governmental organizations.<sup>261</sup>

#### ***National Plan of Action to Combat Trafficking in Persons in Guyana***

A National Plan of Action on Trafficking in Persons in Guyana : *Protecting the Exploited* was developed by MLHSSS in April 2004, identifying nine areas of operation: public awareness programmes focusing on the issues and dangers involved such as HIV/AIDS; identification of victims, perpetrators, sites, centres, locations and critical areas of activities; education of victims and the general public; mobilization of all stakeholders and relevant organizations and the promotion of networks; dialogue or other appropriate means of contact with alleged perpetrators; strategic monitoring and the surveillance of activities; appropriate legislative and law enforcement system; development of the capacity of key agencies to execute the planned programmes; and identification and training of personnel.

A steering committee has been established, which includes representatives from MLHSSS, NGOs, the Guyana Geology and Mines Commission, the police and the media.

#### ***Public information campaign***

A public information campaign was launched on May 12, 2004, when MLHSSS hosted a national seminar announcing Guyana's National Plan of Action with participation from several government Ministries, NGOs and other agencies. The Ministry has also met the Georgetown Chamber of Commerce and Industry and Geology and Mines Commission to outline the problems of trafficking in persons and explain how they impact on Guyana's communities. The full support of the Geology and Mines Commission was given to collaborate with the Ministry and other agencies to combat trafficking in persons, especially in the mining communities. A meeting was also held by the Ministry at the Central Islamic Organization of Guyana (CIOG) headquarters to encourage leaders of the Muslim community to support counter-trafficking efforts by sensitizing their

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<sup>259</sup> The information in the following sections is compiled from ongoing IOM programmes, literature and statistical reviews, national survey responses, and key informant interviews conducted during this research.

<sup>260</sup> "Plan to combat people trafficking," *Stabroek News*, 23 April 2004.

<sup>261</sup> "Minister Dubs US State Dept. Report Unfair," *Kaieteur News*, 17 June 2004.

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communities to the issue of human trafficking. The CIOG pledged to introduce training on the issue of trafficking in persons and to back government programmes. Similar meetings were held with representatives of the Hindu community, leaders of the Catholic and Anglican communities, and the Inter-religious Organization, with all pledging to support the Ministry's counter-trafficking efforts.<sup>262</sup>

As part of the public information campaign The Ministry of Labour, Human Services, and Social Security (MLHSS), under the guidance of Minister Bibi Shadick, travelled throughout Guyana to discuss the issue of human trafficking. Participants included persons from rural and interior areas. According to the MLHSS, meetings were held in all ten Regions of Guyana, with nearly 3,000 participants attending. An explanation of trafficking in persons was given to residents and discussions about how this affects their communities were had. Some residents acknowledged noticing this problem in their area, with emphasis on the situation of children being lured into human trafficking. The following information, provided by the MLHSS, details the locations of meetings and number of participants attending in each area.

<b>Region</b>	<b>Area</b>	<b>Number of Participants</b>
1	Mabaruma, Port Kaituma, Moruca	275
2	Charity, Huist-t-Dieren	175
3	West Demerara Secondary School, Uitvlugt	245
4	Paradise, East Bank Community Centre	235
5	RDC Office, Fort Wellington	150
6	State House - New Amsterdam, Corriverton, Orella, Central Police Station (with police officers)	293
7	Bartica	78
8	Micobie, El Paso/Tumatumari, Campbelltown Mahdia Secondary School, 'Dessert Storm Disco' Paramakatoi-Centre, Paramakatoi Secondary School	983
9	St. Ignatius Benab Annai	385
10	Linden Kuru Kururu	175

According to MLHSS, the campaign has been well received, with queries coming in to the Ministry and people much more aware of situation.<sup>263</sup> Given the level of media coverage that the issue has received since the launch of the campaign, this assessment seems to be accurate. Unfortunately, the intensity of the campaign has also fuelled some

<sup>262</sup> Email correspondence, National Research and Documentation Centre for Gender and Development, 31 August 2004.

<sup>263</sup> Key informant interviews, Guyana.

scepticism that it is externally-driven. However, it is important to note that the Government's actions commenced prior to the release of the *US Trafficking in Persons Report*. The following box shows the views expressed in the editorial column of a prominent newspaper which is by no means hostile to the US:

“The present Guyanese attention to people-trafficking...seems not to have been activated by the long-standing local Amerindian problem but by the growing US interest in the security implications of the international scourge in the wake of the recent Anglo-American-led wars in Iraq and Afghanistan. Tens of thousands of internally-displaced people, many left homeless after bombing, have been on the move creating problems for their neighbours and the developed countries. Trafficking in people, especially women and children, has therefore now become a major issue for the USA and its allies.”<sup>264</sup>

Statements made during the campaign have revealed a continued but decreasing confusion among officials on what precisely constitutes trafficking. Some confusion tends to exist, especially in the links between human trafficking, prostitution, and child labour. However, this is not surprising, given the minimal information available on human trafficking in Guyana and much of the Caribbean as a whole, as noted in an International Meeting of Experts, hosted by the International Organization for Migration in June 2004.<sup>265</sup>

#### ***Victim Testimonies***

The following testimonies were provided by the Ministry of Labour, Human Services and Social Security (MLHSS) in Guyana.

Testimony One: The father of the victim who was taken to Suriname explained that his daughter met a woman who claimed she needed girls to work in Suriname. His daughter decided to go with a group of other girls with her father's permission. The girls illegally entered Suriname and found that instead of the jobs promised, they had to work in clubs and prostitute themselves. The girls did not want to do this work and sought help from the police. However, the police arrested the girls, charged them with illegal entry into Suriname, and deported them to Guyana. The Guyanese police became involved and a female minor among the group was released and returned to her father, who had been in contact with the MLHSS during this ordeal. Presently, the girl is attending classes.

Testimony Two: Victims that were taken to Mahdia, stated that they were answering an advertisement for babysitting. They saw an address and telephone number and went for interviews. Instead of babysitting, the girls were to work in at a bar in a disco in Mahdia. When they requested to leave, the recruiter claimed that items were lost from the bar and the girls had to repay her for them. The girls refused and so the woman took all their clothing and other belongings. They were even given rooms in a brothel where they had to prostitute themselves to repay the cost of renting the room. Eventually, the girls tried

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<sup>264</sup> *Stabroek News* Editorial, op. cit., 15 June.

<sup>265</sup> “Caribbean not au fait with human trafficking issues – expert,” *Stabroek News*, 22 June 2004.

to seek help from a friend who gave them money and took them to the Mahdia police station for police action and protection. The girls eventually boarded a bus with the help of the police, still without their belongings and returned to Georgetown. Upon their arrival, the girls visited the Ministry of Labour, Human Services and Social Security to make a formal complaint. They were referred to the Criminal Investigation Department (CID) where they gave a report. Police were supposed to take action against the recruiter who, it is believed, still takes young girls into Mahdia for prostitution. At present, the girls are gainfully employed.

Testimony Three: A young woman was recruited by a Guyanese woman to work in Barbados. Her airfare and other expenses were taken care of by a Barbadian whom the victim did not know. The flight number, time of departure from Guyana, and description of the person who would meet her in Barbados were detailed to the woman. She became very suspicious because the recruiter asked her to surrender her passport to her for safe keeping and said that her baggage must also be left at her home. Fortunately, the young lady was aware of the trafficking in person's campaign and visited the Ministry of Labour, Human Services and Social Security to complain about the situation. The police were summoned and an officer took the young woman's statement. She was advised not to travel to Barbados, but to go to the airport as if she was still going to make the trip so the police could monitor the situation. She did not travel; the police took her back to the Criminal Investigation Department (CID) and she was reunited with her family. Police have contacted their counterparts in Barbados and investigations are on-going. The recruiter and the Barbados contact harassed the young woman for approximately one week about her non arrival in Barbados. She was counselled and closely monitored and is presently employed. Her advice to young women is "do not allow yourself to be fooled and trapped."

Testimony Four: A young Amerindian female was brought from the interior by a resident to visit a doctor due to illness. After receiving medication, she was returned to her mother in the interior by the resident. Upon the second visit to the interior by the resident, she asked the mother for the girl to come and stay with her. When the girl arrived she had to do all the "house work" for the lady and her daughter. She was given one meal per day and was never paid for work done in the home. She had to sleep on the floor and was never given the opportunity to speak to anyone in the community. She was always locked in the house. Neighbours saw the conditions under which she was living and reported the matter to the Ministry. The girl was taken out of the situation, received counselling, was assisted financially and returned to her family.

### ***Legislation***

National legislation recently passed on human trafficking that includes among the key elements witness protection, measures to accommodate child witnesses in criminal prosecutions, and support for victims including counselling, medical assistance, employment, education and training. The Guyana Human Rights Association (GHRA) noted "for the first time Guyanese legislation in this area incorporates concerns about the victims of crime and other modern concepts in straightforward language (while) [P]revious legislation (had) addressed specific acts which were to attract criminal

penalties, but did not focus on effective strategies for monitoring or eliminating the offending behaviour.”<sup>266</sup> Please see the related legal review for a more in-depth analysis of Guyana’s current legislative framework, including the Combating Trafficking of Persons Bill No. 12 of 2004.

### ***Partnership***

In February, 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including Guyana. Minister Shadick of MLHSSS attended the kick off session held in Washington, DC to begin the project. The project consists of three key elements: applied research, information and awareness-raising and capacity building and relies on the strong on the ground partnership with MLHSSS as the primary point of contact. The project, in partnership with MLHSSS, held two targeted training and capacity building sessions. The first, held June 2004, brought in 60 participants from around the country. A second, technical two-day training was held in October 2004, and continued to focus in more depth on developing a practical, community response to trafficking in persons. Thirty-four participants represented 9 out of the 10 regions of Guyana and came in community teams. In anticipation of this training, MLHSSS conducted a pre-training for three days providing a more in-depth overview of the Government of Guyana’s actions to combat trafficking in persons. At the conclusion of the five day training session, community teams identified their next step to raise awareness within their own communities on the issue. The project is currently finalizing a regional information campaign which will, in partnership with MLHSSS and community partners, support the efforts within Guyana to raise awareness on the issue of human trafficking using a variety of information campaign tools. The project is also hosted a regional meeting in March 2005, bringing in government and civil society participants from Guyana as well as all Caribbean countries to begin developing a regional plan of action for the Caribbean.

### ***Other related activities***

Ministry officials also report that training efforts have been launched, bringing in representatives from all the Regions. The IOM/CIM partnership has resulted in the first 50 persons being trained (see above). Using a training of the trainer strategy, those individuals will help meet the goal to train more than 300 persons in all ten regions. In addition, a building for a shelter has reportedly been identified. The Police Commissioner has appointed a deputy to be in charge of all trafficking related investigations.

### **Current Non-Governmental Response**

Currently, there are three non-governmental organizations in Guyana who have been active in combating human trafficking: the Amerindian People’s Association (APA), the Guyana Human Rights Association (GHRA), and *Red Thread*. As has been previously noted in the literature review, these organizations have been identifying concerns and providing information and advocacy as it relates to human trafficking in Guyana.

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<sup>266</sup> “GHRA hails human trafficking bill,” *Stabroek News*, 24 August 2004.

Other organizations have been less focused on the issue until recently. This is in part because of the general belief by the Guyanese public that trafficking in persons is an Amerindian concern, which has resulted in many other ethnic organizations not identifying this as a concern until recently when several of them made a public statement condemning it as exploitation of Amerindian girls.<sup>267</sup>

As a sector, civil society in Guyana has not developed as an autonomous or strong force. Some elements function as arms of political parties. In terms of numbers, its NGO component is made up largely of single-issue NGOs (often HIV/AIDS) which have arisen or shaped themselves in response to donors' agendas and do little advocacy even in relation to those issues. The local business sector remains relatively weak. Given these factors, the model of state reduction with civil society taking up the slack of providing services is unworkable. As the 2003 Report on Progress towards the Achievement of the Millennium Development Goals (MDGR) points out: "The responsibility to reverse the growing trend of (economic, social and environmental) vulnerability belongs to the government....a major challenge will be resolving conflicting advice and requirements regarding the role of government and its corresponding size and structure."<sup>268</sup> In these circumstances, while we would expect that those civil society organizations which have previously shown concern about human trafficking will continue to do so and that a few others may begin to address the issue in forms that reflect their mandate, a major part of the responsibility for combating trafficking in persons will rest with the government.

### **Challenges Ahead**

While much has been done, there remain many challenges still ahead in order for Guyana to successfully combat trafficking in persons. There continues to be disagreement among government and civil society organizations about the actual scale of trafficking in persons within Guyana. This in part stems from a belief among the general public and the government that many people enter voluntarily into situations that are now being defined as trafficking in persons. This attitude seems in contradiction to the key informants interviewed, which indicated a high level of awareness of the existence trafficking in persons in Guyana.

Concerns have been raised about the resources necessary and the capacity needed to successfully implement the policies outlined in the National Plan of Action and those included in the proposed legislation. The GHRA, in the context of hailing the bill introduced into Parliament, pointed out the inadequacy of resources to implement the policies, with staff at the relevant ministries understaffed and with insufficient capacity in the ministries for monitoring the implementation. This is indicative of a larger concern within the context of Guyana, and is not just linked to efforts to combat human trafficking. The *NGO Report to the Committee on the Rights of the Child, 2003* is expansive on the subject of how unready institutions are to carry out the tasks needed to protect children, pointing out that "[W]hile children are guaranteed access to care in law, the government has not invested enough resources to ensure that they enjoy such access

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<sup>267</sup> *Catholic Standard*, 2 August 2004.

<sup>268</sup> Government of Guyana (2003) *The 2003 Report on Progress towards the Achievement of the Millennium Development Goals*, Georgetown: 10.

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in practice.”<sup>269</sup> The table below shows the relationship between the number of available social workers in 2003 against the child population: while figures for the latter are from the last census in 1991 they would not have changed much since birth rates and attrition rates are similar:

<b>Region</b>	<b>Number of Social Workers who could intervene for children (2003)</b>	<b>Child Population (1991) (0 – 14 years)</b>
Region 2, Essequibo	1	17, 042
Region 3, West Demerara	1	31, 867
Region 4, Soesdyke – Georgetown - Mahaica	18 (6 of whom work in administrative functions)	98,833
Region 5, West Coast Berbice	1	19,187
Region 6, New Amsterdam-Corentyne	6	45,601
Region 10, Upper Demerara	1	17,042
<b>Total</b>	<b>28</b>	<b>229,572</b>

Source: CRC NGO Report

The same report highlights three further areas of concern:

One, the need to provide “realistically adequate” staff and infrastructure, especially in welfare and probation services and in the MLHSSS to monitor children at risk, investigate reports of abuse, counsel children and parents who need it, and arrange for practical assistance including money;<sup>270</sup> Two, the need for immediate changes in the procedures, practices, and rules of evidence governing the Guyana legal system and the delivery of justice (although this is especially a problem for child victims of sexual offences it is a problem for all vulnerable witnesses). Three, there is the need to address the limits on institutional care in terms of both the number of places and the capacity of the services, and the inadequacy of monitoring and oversight of the residential services in spite of the recent establishment of an oversight committee for institutions providing shelter to children.<sup>271</sup>

<sup>269</sup> Red Thread Women’s Development Programme, op. cit., 2003: 10.

<sup>270</sup> Ibid: 5 – 6.

<sup>271</sup> Ibid: 8-10.



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The police and judicial services are also in a difficult position to adequately investigate and prosecute trafficking in persons. Public criticism of the police has been raised, critiquing their response to various crimes, not just trafficking in persons.<sup>272</sup> Efforts to implement the new trafficking in persons legislation will be challenged by weaknesses not only in the police services but in the judicial services, where there is a shortage of magistrates and judges and a massive backlog of cases (see the Legal Review).

While it has been reported that the President has committed funds for the National Plan of Action, much of the implementation relies on external assistance. USAID has pledged financial and technical assistance including an expert on public awareness programming to assist in the dissemination of information, especially in the “far-flung” areas of the interior.<sup>273</sup> Specifically, USAID has approved funding of training of 300 people to identify problems in relation to TIP (07/10/04). The IOM/CIM programme, funded through the U.S. Department of State’s Bureau of Population, Refugees and Migration (PRM), has also been identified to support outreach and awareness-raising activities as well as continued capacity building for government and non-governmental agencies to raise awareness and establish victim assistance mechanisms.

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<sup>272</sup> *Kaieteur News*, 7 July 2004.

<sup>273</sup> *Kaieteur News*, op. cit., 17 June 2004.



## **Jamaica**

### **Main Findings: Literature and Statistical Reviews and National Survey**

In the case of Jamaica, continuous economic decline has put severe pressure on the country and its people. Poverty levels increased from 16.9% in 2001 to 19.7% in 2002, with rural areas continuing to show the highest levels of poverty.<sup>274</sup> While official data confirm that rural poverty levels have declined less rapidly than urban poverty, poor inner-city areas of Jamaica as well as poor rural areas face acute problems.

Data from the Jamaica Survey of Living Conditions (JSLC) 2002, continue to reflect growing inequality in income earnings and distribution. The majority of the poor are unemployed or earn low wages. The male unemployment rate was estimated at 9.7% while the female rate was estimated at 17.6%. Around 65% of the unemployed are women. Poverty is also concentrated among the young and the elderly. Young people, aged between 14-25 years, with poor educational attainment levels and few marketable skills, account for almost half of the unemployed. The most current data show that 47.8% of the poor are children (0-18 years) although they represent only 38.9% of the population. Some 23.6% of children are poor with a slightly higher incidence of 25.4% among boys; approximately 21.7% of the group are girls.<sup>275</sup>

There is evidence of a connection between poverty and educational levels. In the 2003/2004 budget, the government allocated 8.8% (\$23.1 billion) to education with 96% going to recurrent expenditures. Of this amount 73% paid salaries. The major share of the overall budget (35.2%) went to secondary education, 34.4% to primary education, 17.3% to the tertiary level, and 5.3% to the early childhood level.<sup>276</sup> The quality of education continues to be compromised by factors such as: high pupil to teacher ratio, external factors such as the home and community environments, poor parenting practices, the poor quality of social support systems available to students, violence in schools and within communities, and inadequate and out of date learning and teaching resources.

The 2004 *Trafficking in Persons Report*, published by the U.S. State Department, identifies Jamaica as a country of origin and transit primarily for sexual exploitation. "Victims often travel from rural areas to urban and tourist centres where they are trafficked into prostitution. Child pornography involving trafficking victims is a concern on the island. The ILO estimated in 2001 that several hundred minors are involved in Jamaica's sex trade. Jamaica is also a transit country for illegal migrants moving to the U.S. and Canada; some of these migrants are believed to be trafficking victims."<sup>277</sup>

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<sup>274</sup> Planning Institute of Jamaica and the Statistical Institute of Jamaica (2002) *Jamaica Survey of Living Conditions*, published by Planning Institute and Statistical Institute of Jamaica.

<sup>275</sup> Planning Institute of Jamaica (2003) *Economic and Social Survey of Jamaica (ESSJ)*, Planning Institute of Jamaica, Kingston: 25.10.

<sup>276</sup> Ibid: 22.2.

<sup>277</sup> U.S. State Department, op. cit., 2004: 240.

***Poverty***

One of the major factors creating the ideal condition for vulnerable persons to become victims of trafficking is poverty. The absence of sustainable income sources (economic poverty) and culturally accepted social support systems (social poverty), create strong push factors for vulnerable persons to seek new opportunities that enable them to provide for themselves and their families. This is especially so for young girls and women. Internal and international migration is an option accepted by some of these women. This highlights a risk which human traffickers could take advantage of this amongst the more vulnerable populations.

In 2003, Jamaica was listed among the top 20 countries accounting for immigrants to the United States of America (US). That country received 74.4% of Jamaican emigrants in 2003. Emigrants to the United Kingdom (UK) totalled 479, with the largest portion falling in the 11-20 years cohort.<sup>278</sup> Available data indicate family reunification as the main purpose for migrating. Mainstream emigration to Canada declined from 2,447 in 2002 to 1,980 in 2003. Approximately 55% of those migrating to Canada were in the 18-45 years group, and were migrating primarily for family reunification and studying.

Females accounted for 50.9% of all emigrants to Canada in 2003, indicating no significant sex selectivity. Where age group is concerned however, there was an increase in the proportion of emigrants 17 years and under to 30.7% of the total.<sup>279</sup> This is officially justified as an increase in the number of minors who emigrated to join their parents, as well as those who emigrated as students. In the case of the UK available data indicate that in 2003 emigrants comprised mainly husbands (42.6%), wives (24.6%), and children (12.1%). As a proportion of the total, the number of wives increased by 5.2 percentage points.<sup>280</sup> Recent sex disaggregated data for the US is unavailable by country breakdown.

***Weakened family structures***

The absence of appropriate care-givers and inadequate supervision of children by responsible adults are common elements of Jamaican households, especially among those existing below the poverty line. As previously mentioned, 65% of those unemployed are women. In addition, approximately 45% of all households in Jamaica are female-headed. With such a high number of Jamaican households being headed by females (especially for households in poverty), women as sole breadwinners find it challenging to provide the economic means for supporting while nurturing and caring for the family.

***Early exposure to sexual activities***

Another condition that could predispose young girls to trafficking is early exposure to sexual activity. Young girls are encouraged and sometimes forced to exchange sexual favours with men in order to earn money with the hope that their quality of life will eventually be improved. One study notes that for those who were forced, acts included rape (often within the home), molestation, incest and other forms of sexual abuse. There

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<sup>278</sup> Planning Institute of Jamaica, op. cit., 2003: 20.4.

<sup>279</sup> Ibid: 20.5.

<sup>280</sup> Ibid.

have also been reports of transactional arrangements where girls were offered to men who came to claim them soon after graduation from secondary school.<sup>281</sup>

Early exposure is combined with violence and exploitation that is reflected in local dance hall music, which implies some disregard for the female body and female sexuality.<sup>282</sup> Coupled with the absence of a healthy family structure and education, a culture of this nature could influence already vulnerable young girls to view their bodies as tools to be used in exchange for personal gain. As many of these girls have low self-esteem, are poorly educated, and unemployed, they become potential targets for traffickers and others who seek to exploit them.

### ***Cultural norms***

There are cultural norms that could also facilitate vulnerability to trafficking. One is a culture of silence and secrecy which has permeated all levels of Jamaican society. In the Jamaican context, males who are victims of rape or other forms of exploitation do not readily and freely talk about their experiences as it seriously compromises their masculinity and in a highly male-dominated society one has to “save face.” Compounding this problem is the fact that Jamaica is a homophobic society where homosexuality is considered a crime, and is not socially and culturally tolerated. Cases of sexual exploitation of boys, therefore, go unreported and undocumented. The issue is of further concern as these boys are targets for exploitation because of factors such as unemployment and poverty.

### **National Survey Results**

A total of 27 instruments were completed at the IOM national seminar in Jamaica. Of the total 87.5% were females, with the majority of respondents indicating that their place of employment was with a government agency (55%) or an NGO (33%). Among those who were government employees, 46% worked at the administrative level with 29% working at the policy and planning level. A complete tabulation of the results is included in Appendix A.

### ***Awareness of trafficking in persons***

Of those who responded to the question “do you think trafficking in persons is a problem in your country,” 75% reported that they think it is a problem in Jamaica. From this group, 54% indicated some awareness about possible victims, with 29% feeling that victims were mostly women, followed by 10% who felt they were mostly girls. No one was aware of men as victims, but 4% indicated an awareness of boys as victims. Respondents also reported that the majority of the victims fell in the 13 to 40 age group. Thirteen percent felt victims were in the 13 to 17 age range, 21% reported that victims were between 18 and 25 years, and 16% of the respondents believed that victims were in

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<sup>281</sup> Dunn, Leith L. (2001) *Situation of Children in Prostitution: A Rapid Assessment, Jamaica*, International Labour Organization (ILO): 51. More information available in the key informant section of the main findings.

<sup>282</sup> A line from a song by one of Jamaica’s dance hall artistes: “gal a call mi fi bruise dat now....” A reference to violence and sexual intercourse.

the 26 to 40 age cohort. Where forms of exploitation are concerned, most of the respondents (29%) indicated forced prostitution.

Sixty-two percent of those responding indicated unawareness of cases of trafficking from Jamaica, into other countries. Among the 25% who responded in the affirmative, the explanation given was that human trafficking took place within the context of drug trafficking. Victims were recruited to serve as drug couriers, mainly to the UK and the US, and were forced into prostitution and selling of drugs.<sup>283</sup> Mention was also made of Jamaicans going to The Bahamas purportedly as household helpers and shop assistants.<sup>284</sup>

In explaining and describing cases of human trafficking in Jamaica responses were varied with no specific trend observed. Mention was made of the fact that Jamaica is a transitional economy and that this, in itself, is a risk factor which traffickers exploit.<sup>285</sup> Poor supervision of children and the cultural practice of giving children away to more privileged families were also cited as factors which facilitate human trafficking.<sup>286</sup> In describing the incidents of trafficking, respondents demonstrated awareness of victims originating in Jamaica and outside of Jamaica. The Dominican Republic, China, and Russia were among the countries mentioned from which victims were recruited. Five of the respondents reported awareness of someone being accused of trafficking in Jamaica. Of the five, none reported a conviction although one reported an arrest.<sup>287</sup> Two of the five persons reported a connection to drug trafficking.<sup>288</sup>

### **Main Findings: Key Informant Interviews**

#### ***General Description***

The analysis of the interviews findings suggests some human trafficking trends in Jamaica. Human trafficking indications obtained in this preliminary study however cannot be generalized, as the sample was small, unrepresentative, and the selection was purposive. Nevertheless, the information obtained outlines a profile of alleged victims and offers some scenarios of the trafficking process. The research indicates that some human trafficking is occurring in Jamaica, and primarily for commercial sexual exploitation. However, some cases of domestic servitude and forced labour were reported, as well as cases that have been connected with drug trafficking. This research also found incidents that occur both internally and across borders with persons being trafficked to the UK, Russia, and some Caribbean islands. Internally, persons are trafficked from one area of the island to another. As far as reporting is considered, the general view is that such activities are not reported to the police for fear of reprisal and danger to family.

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<sup>283</sup> Key informant interviews, Jamaica.

<sup>284</sup> Key informant interview, Jamaica.

<sup>285</sup> Key informant interview, Jamaica.

<sup>286</sup> Key informant interview, Jamaica.

<sup>287</sup> Key informant interview, Jamaica.

<sup>288</sup> Key informant interviews, Jamaica.

Some of those interviewed suggested that there is a thriving commercial sex tourism industry in Jamaica and that Jamaica is seen as a sex destination.<sup>289</sup> It is linked to the traditional tourism industry, the entertainment industry, and the personal services industry, with all three being inter-connected. “There is a sex tourism industry. There are tourists who come to Jamaica for sex.”<sup>290</sup> Some of the girls and women who work as masseuses are used in escort services which provide sexual entertainment for tourists and local clients.<sup>291</sup> While not conclusive, the information from this interview suggested that clients include expatriates and other visitors, both male and female, who are on the island for protracted periods.

Information gained mainly from NGOs indicates that many of the girls who have been victims, especially in prostitution, started their sexual encounters at a very early age.<sup>292</sup> There were reports of transactional arrangements where girls were offered to men who came to claim them soon after graduation from secondary school.<sup>293</sup> Transactions also take place at the “Culloden Sex Trade.” The Culloden Sex Trade is an event where women of all ages are taken to an area in the parish of Westmoreland and recruited as go-go dancers, masseuses, and so forth. The event initially started in Savanna-la-mar in the same parish but was discovered by authorities. Operators went underground for a while and then started up again in Culloden. It's described as a location where people go to recruit persons for various sexual related activities. According to some informants, it has gained popularity with some persons living in poverty who believe that taking their daughters in for recruitment into the sex industry is a way of earning money for the family. One informant told of an interaction she had with a mother who took her teenaged daughter (about 14-15 years) to be recruited. When asked why she was doing so, she replied, “lady you don't know what it is to be hungry.”<sup>294</sup>

Over the past ten years or so there has been a steady growth in the number of escort services, go-go clubs, and massage parlours in urban centres of parishes located in the tourism belt (Montego Bay, Ocho Rios, and Negril) and in Kingston and St. Andrew. Young girls (many reportedly under 18 years) and women are recruited as dancers, barmaids, and masseuses, and coerced into other activities such as lap dancing and prostitution.<sup>295</sup> Three key informants discussed situations where young girls accepted employment as masseuses, barmaids, and dancers but were forced into prostitution.<sup>296</sup> In one interview, it was reported that an employer insisted that ‘the customer comes first’ and whatever the customer wishes should be provided.<sup>297</sup>

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<sup>289</sup> Key informant interviews, Jamaica.

<sup>290</sup> Key informant interview, Jamaica.

<sup>291</sup> Sexual entertainment includes: live lesbian acts, oral sex, sexual acts involving several women to one man and masochistic activities. Key informant interview, Jamaica.

<sup>292</sup> Key informant interviews, Jamaica.

<sup>293</sup> Dunn's study made reference to this situation. A key informant, confirmed the occurrence of circumstances of this nature.

<sup>294</sup> Follow-up interview with key informant.

<sup>295</sup> Go-Go is the Jamaican term for exotic dancers.

<sup>296</sup> Key informant interviews, Jamaica.

<sup>297</sup> Follow-up interview with key informant.

This not only increases the revenue to the operator but also increases the vulnerability of the women as they are often the victims of violent acts and are at risk of contracting infectious diseases – including HIV/AIDS. Once infected, they may pass on infections and diseases to clients. Though there is little information on the consequences of trafficking on public health, HIV/AIDS is a growing health and development concern for Jamaica and studies conducted at the global level have shown direct linkages between this epidemic and activities such as trafficking.

Vulnerability to trafficking in this context is not limited to females. There were also reports of boys as young as nine – mainly those who live and work on the streets in Kingston and Montego Bay – who were trafficked for sexual exploitation by older men.

One informant knew of an incident of a group of boys who had been missing from the area for three months or so. They reappeared looking well dressed with expensive shoes and clothes and cellular phones....man who told them he was taking them to be cadets...instead they were taken to a resort town and introduced to prostitution (with male clients).

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Some key informants also indicated that boys and young men – again mainly those on the streets – are used as “watchdogs” and couriers for illegal operations (at times firearms but mainly drugs), and are often sexually exploited by older men.<sup>299</sup> They are recruited and transported to various locations across the island where they “protect” drug operations and are coerced into other illicit activities.

“Men recruit boys who are vulnerable by offering to take care of their needs.” In some instances street boys are picked up by men who use them for sex and discard them when they are finished.

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“Street boys are lured or forced into activities such as..., selling drugs (mainly marijuana) carrying guns, and being the ‘look out’ for illegal activities. They are transported from parish to parish to undertake some of these activities. They range from ages 12 – 19.”

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<sup>298</sup> Key informant interview, Jamaica.

<sup>299</sup> Key informant interviews, Jamaica.

<sup>300</sup> Key informant interview, Jamaica.

<sup>301</sup> Key informant interview, Jamaica.



“Children, including boys, are involved...knew of a boy about 12 years who was being used as a courier for drugs from one point in the community to another. The man who was his ‘employer’ has been known to take the boy and other boys ‘up town’ where it is suspected they were used for sex.”

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Situations of poverty and few viable livelihood alternatives are conditions which have made the trafficking of drugs an attractive alternative for both men and women in Jamaica. As one person reported, “(human) trafficking is an inherent spin-off activity of the drug trade.”<sup>303</sup> Information gathered through some key informant interviews during this research reveal that young girls and women are special targets. There were reported cases of those who voluntarily agreed to traffic drugs overseas, but on reaching the destination country some were held in bondage and exploited. There was one report of a young male being trafficked in this manner. Although it was an isolated case, the incident warrants reporting as the male victim of trafficking in persons is less visible.<sup>304</sup>

One informant knew of women who have transported drugs to other countries with the expectation of being paid 3,000 to 5,000 pounds. When they pass the drugs, however, they are not paid as expected but instead are forced to peddle the drugs on the streets or prostitute themselves. They are threatened as well as the lives of their family members. They are kept under these conditions until new, younger girls arrive. They are sent home after months of stay with only 500 to 800 pounds.

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According to key informant interviews, trafficking for domestic servitude is also occurring in Jamaica. Some instances involve young girls and women who are recruited from rural areas to work as domestic helpers or to live in as part of a family. In the latter case, promises were made about being sent to school, and being provided with clothes and money. They ended up existing under slave-like conditions. Reports are that in some cases, they have been fearful of reporting their situation to any official authority because of threats against them by their employers/captors.

“Low income persons from rural areas are offered jobs in Kingston as domestic helpers. They are sometimes told they will be part of the family and taken care of. However, when the girl child gets to the town expecting to be treated as a family member, they find that they have to start doing chores, washing clothes, looking after baby, etc. Eventually, the male head begins to sexually abuse her and threaten her not to tell anyone. These girls are in the age group 13 to 25 years.”

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<sup>302</sup> Key informant interview, Jamaica.

<sup>303</sup> Key informant interview, Jamaica.

<sup>304</sup> Key informant interviews, Jamaica.

<sup>305</sup> Key informant interview, Jamaica.

There is little information on trafficking for forced labour, but there are some indications are that it does exist. It involves young girls who belong mainly to state-run children's homes and from families in rural communities that are willing to "give away" their children. One key informant reported that some of these children endure forced labour, sexual exploitation, and physical abuse.<sup>307</sup>

The information suggests that higglers in the Falmouth market recruit and force young girls to sell goods for them.<sup>308</sup> Some of the girls are taken to work in the homes of these higglers. Some are also "purchased" as reported by one informant who explained that she had heard of people being able to "buy" a girl in the Falmouth market for J\$2,000.<sup>309</sup>

"Higglers in the Falmouth market are known to force young people to work in the market for them. They will be given a quota of say, shoes, which they will have to sell off for the day or risk spending the night in the market. Some will be taken to work in their homes."

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There are speculations about work conditions of Chinese, Sri Lankan, Indian, and Pakistani migrants in Jamaica. Because of cultural and language barriers it has been challenging to get details about these communities. One key informant reported that some of these migrants, in particular those who work in wholesale and retail shops and in restaurants, are forced to work long hours, sometimes seven days a week.<sup>311</sup> From the researcher's observation, the Chinese are picked up and bussed to and from their places of work. Little, if any, interaction is maintained with other persons.

While it is premature to describe this situation as trafficking, it is an area that warrants further investigation especially in light of the fact that: i) migrants from Asia have been increasingly receiving the bulk of work permits issued by the Ministry of Labour. In 2003, Asians including persons from China, received 43.5% of all permits; ii) Jamaica is a known transit point for persons of Asian origin who are on their way to North America; and iii) 40% of permits granted in 2003 were to persons in the "Wholesale and Retail" and "Hotels and Restaurants" services. Information from Ministry of Labour investigations reveal that some of these businesses do not exist, and the persons who received the permits could not be located after entering the country.

#### ***Profile of victims and traffickers***

Informed estimates of the key informant interviews indicate that young women (18 to 25 years) and children (12 to 17 years) are the primary victims of trafficking in Jamaica.

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<sup>306</sup> Key informant interview, Jamaica.

<sup>307</sup> Key informant interview, Jamaica.

<sup>308</sup> Higglers are petty traders. Falmouth is the capital of Trelawny, a rural parish in Jamaica.

<sup>309</sup> The exchange rate at the time of writing is approximately J\$1 to US\$61.80.

<sup>310</sup> Key informant interview, Jamaica.

<sup>311</sup> Key informant interview, Jamaica.

They are believed to mainly come from low-income backgrounds and are either functionally illiterate or have achieved low levels of education.<sup>312</sup>

### Profile of Victims<sup>313</sup>

Victims of and persons/institutions susceptible to trafficking can be profiled as follows:

- Children, women, men, and families that are living in poverty and therefore, face difficult economic challenges,
- Young girls who have low self-esteem and who are willing to offer their bodies for material gains,
- Young girls who have had early exposure to sex,
- Young girls and boys who live in troubled and unstable domestic situations,
- Children, women, and men from depressed communities which are largely characterized by slums, poverty, and poor educational levels, and
- Children who are beggars and who work on the streets.

Some insight was gained on traffickers and their identity. Some key informants suggested that trafficking in Jamaica is highly organized with a connection to the drug trade and to community “dons” as well as influential men in the society.<sup>314</sup> One key informant implicated “dons,” shop owners, and night club operators as groups which benefit from trafficking activities.<sup>315</sup> Another reported that “an organized group of men who are influential in the society, but (who) have madams ‘up-fronting’ for them,” are responsible for human trafficking in Jamaica.<sup>316</sup> Generally, the information tends to be skewed towards males as traffickers. However, a well placed informant stated that females are very much involved as traffickers, particularly for escort services.<sup>317</sup>

### ***Methods of recruitment***

Several methods are used to recruit victims of trafficking. However, newspaper classified advertisements, informal channels, and organized dance hall sessions seem to be the preferred means. In the case of prostitution and go-go dancing, newspaper classifieds are used as well as word-of-mouth. The advertisements often invite persons to apply for jobs as masseuses, cashiers, and dancers. Incentives such as accommodation, training, and an attractive salary are offered.

Regarding such advertisements, the conclusion should not be drawn that all of the advertisements are seeking to recruit potential victims. It is noteworthy, however, that of six numbers called by the field researcher, only one appeared to be a “legitimate” business. The person was recruiting individuals to sell Herbal Life products. Of the

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<sup>312</sup> Low level of education is indicated, in the first instance, by the incompleteness of secondary education and secondly, by the failure to attain three or more passes at CXC level.

<sup>313</sup> Information compiled from key informant interviews in Jamaica.

<sup>314</sup> Community ‘dons’ are community leaders.

<sup>315</sup> Key informant interview, Jamaica.

<sup>316</sup> Key informant interview, Jamaica.

<sup>317</sup> Telephone interview with a key informant.

other five, four were women and all were unwilling to divulge details. Instead, they generally wanted to know who was calling, where the field researcher lived (parish), and advised that details would be given after a meeting had been set up. No details could be given by telephone or to anyone other than the person interested in the job. In the case of the male, he was recruiting for islands in the Caribbean (The Bahamas and the Turks and Caicos Islands). He, however, had an established place of business and could give an address.

A noticeable trend among these advertisements is that some specifically indicate a preference for girls “from the country” or “from the rural area.”<sup>318</sup> Rural-based victims are often controlled with the threat of telling their families and communities about the nature of the activity in which they have “come to town” to be engaged. In Jamaica, prostitution and go-go dancing are generally regarded as disgraceful activities.

Informal recruitment is most often by word-of-mouth where persons who are involved in activities encourage their friends to do the same. Recruitment methods for domestic servitude and forced labour are often done through advertisements as well. In the case of trafficking across borders, victims are lured by: i) the opportunity to travel overseas; ii) the promise of attractive salaries; and iii) a perceived chance to improve their living standards. Radio programmes which assist job seekers and employers could be another means through which recruitment is possible.

Women have also been recruited with the promise of jobs in Germany and other European countries. In some cases, “their passports were taken and their money held in trust so they could not leave.”<sup>319</sup>

“...and trafficked for sex work in other countries. I’m aware of at least five cases of girls who were told that they were being sent abroad to do household jobs....one girl being recruited and sent to the Cayman Islands to do exotic dancing. She then encouraged her friends to come. They were sent to Antigua, the Virgin Islands and Cayman. Two were moved to the United States through encounters with foreigners in the clubs in the Cayman Islands....girls involved ranged in age from 14 to 20 years.”

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### **Media Review**

An analysis was done of over 40 print articles for the period 2000 to 2004. The review was done to evaluate the media’s understanding and coverage of trafficking in persons, and to identify the reported issues and trends. The review was limited to the print media (the *Gleaner*, the *Star Newspaper*, the *Jamaica Observer*, and *BBC* reports) as the team was unable to identify and access any electronic reports on trafficking. The fact that no

<sup>318</sup> ‘Country’ refers to rural areas of the island.

<sup>319</sup> Key informant interview, Jamaica.

<sup>320</sup> Key informant interview, Jamaica.

video coverage was accessed, however, does not mean that items were not carried on television. Much of the media coverage was generated around the period 2001/2002 when the government made its commitment to the ILO Conventions 182 and Recommendation 190 on the Worst Forms of Child Labour.

Coverage by the media generally reflected an awareness and understanding of trafficking in persons. Articles were written by staff reporters, regular columnists, and guest columnists. They had both a local and international context as there were features on trafficking in Jamaica and trafficking in other countries of the world. Approximately 22.5% of the articles specifically focused on trafficking in persons, used the term, and provided an explanation.

Media reports indicated that persons being trafficked or who were potential victims, were usually underprivileged, were sexually abused as children, have low levels of education, and were girls who engaged in early sexual intercourse. These persons could be found all across the island. They met at night clubs, hotels, shipping docks, beaches and on streets across the island although the activity is centred around urban and tourist resort areas. The media have also put forward 'theories' about kidnapped victims falling prey to international trafficking. Traffickers were described as heads of organized crimes, night club owners, pimps, and parents of child prostitutes.

One article, "Crews, Criminality and the Drug Link" described a victim who had her papers seized and was forced to become a sex slave by the men who controlled the British side of the drug ring to which she fell prey.<sup>321</sup> He described the victim (whom he personally knew) as a 26 year old, unemployed, decent person, who wanted financial independence. "The Hidden Truth about Massage Parlours," told about women who were recruited as masseuses but upon starting the job, were forced to perform sexual favours for their clients or risk losing the job.<sup>322</sup> One interviewee explained that she had to do whatever the customers wanted. If they wanted sexual acts performed, she had to comply.

In an article entitled "Natasha for Sale," the writer notes that both the supply side and the demand side of trafficking need careful analysis as well as "a more complete understanding of trafficking in women by examining the demand for trafficked women in sex industries in receiving countries and the essential role played by organized crime networks."<sup>323</sup> Coverage was also made of a trade ("Thursday Market") in young girls and women in Culloden, Westmoreland. The women and girls were selected by recruiters who, it is understood, took them to clubs and hotels across the island, mainly to do go-go dancing (which often leads to prostitution), and provide sexual favours for hotel guests. The report on this incident sparked the attention of the BBC, the Child Development

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<sup>321</sup> Wignall, Mark (2004) "Crews, Criminality and the Drug Link," *The Jamaica Observer*, Jamaica Observer Ltd., Kingston, 5 August.

<sup>322</sup> Wynter, Stephanie (2000) "The Hidden Truth about Massage Parlours," *Jamaica Gleaner*, The Gleaner Co. Ltd., Kingston, 10 October.

<sup>323</sup> Mian, Zia (2004) "Natasha for Sale," *The Sunday Gleaner*, The Gleaner Company Ltd., Kingston, 25 January.

Agency, and several other organizations. At least one study has substantiated this evidence, and one key informant also confirmed the activity through first-hand investigation.<sup>324</sup>

According to a United States Justice Department media release, a Concord, New Hampshire couple was convicted in January 2004 for trafficking four Jamaican citizens for forced labour in a tree cutting business.<sup>325</sup>

“They threatened two of these men with serious harm and physical restraint in coercing labour and services; they confiscated the victims’ passports to keep them from fleeing; and they severely restricted the victims’ freedom of travel.... [T]hey denied one of the men medical care when he was injured on the job; and they forced the men to live in a tool shed and a trailer without adequate heating or plumbing, charging \$50 per week for rent.”<sup>326</sup>

The traffickers were each sentenced to five years and ten months in federal prison and were ordered to pay restitution to the victims.

### **Current Government Response**<sup>327</sup>

...trafficking is not yet a problem in Jamaica but it is time now to address it before it gets out of hand.

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### ***Legislation***

When asked about legislation in Jamaica that address practices such as forced labour, forced prostitution, or child labour, 75% of the national survey respondents replied in the affirmative. Laws mentioned include: the Child Care and Protection Act, ILO Convention on Child Labour, Offences against the Persons Act and the Juvenile Justice Act. The Beijing Platform of Action, the Convention on the Rights of the Child, and the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) were also mentioned. Most persons reported awareness of the Child Care and Protection Act and the ILO Convention on Child Labour and the Rights of the Child.

Although Jamaica is signatory to the UN Convention against Transnational Organized Crime (UNCATOC) and its optional Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, there is no specific, comprehensive trafficking law. There were mixed views from key informants about the

<sup>324</sup> Dunn, op. cit., 2001.

<sup>325</sup> US Department of Justice (2004) “Timothy Bradley and Kate O’Dell Sentenced to More Than Five Years for Civil Rights and Fraud Crimes,” Available online at: <http://www.usdoj.gov/usao/nh/pdfreleases/january04/MSZ%20ODell%20Bradley%20sentencing.pdf>.

<sup>326</sup> Ibid.

<sup>327</sup> The information in the following sections is compiled from ongoing IOM programmes, literature and statistical reviews, national survey responses, and key informant interviews conducted during this research.

<sup>328</sup> Key informant interview, Jamaica.

need for specific legislation that deal with trafficking in persons. Some key informants were of the view that current legislation can be used to combat the problem but this would require up-dating of the laws.<sup>329</sup> On the other hand, the need was expressed for a specific legislation that would define trafficking and its related nuances.<sup>330</sup> This action would additionally serve to enhance public knowledge, debate, and awareness of the problem. There are several pieces of legislation which could be potentially useful to deal with instances of trafficking in persons, in the absence of and until national legislation is in place which specifically addresses this issue. Please refer to the full legal review for further analysis of Jamaica's legislative framework.

### ***Government action***

Some agencies of the Jamaican government have been sensitized and are aware of trafficking in persons. The agencies include the Bureau of Women's Affairs (BWA), the Ministry of National Security (in particular, the Immigration, Citizenship and Passport Services Division), as well as the Ministry of Foreign Affairs and the Attorney General's Office.

There is a Victim Support Unit in the Ministry of Justice which offers rehabilitative (counselling and referral) services to victims of crime and their families. The work of this Unit, however, is severely hampered by a lack of resources including qualified personnel such as social workers and psychologists.

In February, 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including Jamaica. The initiative consists of three key elements: applied research, information and awareness-raising, and capacity building. The project, with support from the Bureau of Women's Affairs, held two targeted training and capacity building sessions. The first, held June 2004, trained 68 participants. A second, technical two-day training was held in November 2004, training 20 and continuing to focus in more depth on developing a practical, response in community awareness-raising and information campaigns. The project is currently finalizing a regional information campaign which will, in partnership with the Bureau of Women's Affairs, other government agencies, NGOs and CBOs, support the efforts within Jamaica to raise awareness on the issue of human trafficking using a variety of information campaign tools. The project is also hosted a regional meeting in March 2005, bringing in government and civil society participants from Jamaica as well as all Caribbean countries to begin developing a regional plan of action for the Caribbean.

IOM in partnership with the Government of Jamaica (Ministry of National Security, Immigration, Citizenship and Passport Services) through funding made possible by the U.S. Government (Department of State/Bureau of International Narcotics and Law Enforcement) has been implementing a comprehensive programme designed to strengthen the capacity of the Jamaican government to manage migration. This initiative

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<sup>329</sup> Key informant interviews, Jamaica.

<sup>330</sup> Key informant interviews, Jamaica.

includes the deployment of an automated entry and exit immigration system at the international ports and seaports, which aims to strengthen border security, facilitate tourism and other forms of legitimate travel, and deter and discourage irregular migration. Specialized training for immigration officers has been and continues to be provided, to enhance their capacity to deal with increasing complexity of migration movements in the region. A critical component of this programme, was training provided by IOM for immigration officers and other law enforcement officials on Risk Profiling for Counter Trafficking.

### **Current Non-Governmental Response**

Non-governmental organizations and community-based organizations in Jamaica are ideally placed to assist in combating human trafficking. Over the past 15 years, these civil society groups have partnered with government agencies in implementing a wide range of programmes. These organizations work closely with local communities and a cross-section of the society. Many have a focus on the welfare of children and women. As such, NGOs and CBOs are often privy to information which might be related to potential cases of trafficking.

Most civil society organizations in Jamaica rely on external funds to support their operations. They are usually understaffed and lack the required institutional capacity to undertake sustainable interventions. Organizations such as Children First, North Street United Church (Outreach arm), Women's Media Watch, Western Society for the Upliftment of Children, Kingston Young Men's Christian Association (YMCA), Inner-city Counselling Centre, Hibiscus, and the Salvation Army have been very active in working with and providing valuable assistance to vulnerable groups in the society.

There is a coalition of NGOs, lead by People's Action for Community Transformation (PACT) which have received funding from the US Agency for International Development (USAID) to conduct prevention activities that target at risk populations that may be vulnerable to human trafficking.

### **Challenges Ahead**

While much has been done, there remain many challenges still ahead in order for Jamaica to successfully combat trafficking in persons. There continues to be disagreement among government and civil society organizations about the actual scale of trafficking in persons within Jamaica.

Overall, the Government of Jamaica has undertaken some commendable initiatives that seek to protect the most vulnerable groups, namely women and children. However, the capacity to effectively address trafficking will be considerably undermined if the broad-based collaboration and networking required is not in place. This collaboration and networking cannot be restricted to Jamaica; it has to reach across borders intra-regionally and extra-regionally. Government agencies need engage in dialogue with each other. This not only allows for the sharing of information but also facilitates increase awareness and knowledge of human trafficking. Trafficking in persons is a complex and multi-



dimensional problem. It therefore requires strategic, targeted, coordinated, and multi-sectoral responses.



## **The Netherlands Antilles**

### **Main Findings: Literature and Statistical Reviews and National Survey**

#### ***Migration overview***

The Netherlands Antilles is seen as an attractive destination point for migrants for a number of reasons. It boasts a relatively high level of social, economic, educational, health, and technological development. The literacy rate is 96.5% and school participation up to age fifteen is 98%; children younger than 16 are not allowed to work.<sup>331</sup> Immigrants have a choice of five islands to migrate to depending on where they are coming from and the connections they have.

During the 1980s, the Netherlands Antilles, like many countries in Latin America and the Caribbean, faced economic difficulties which turned into a major socioeconomic crisis in the late 1990s. As a consequence, the government implemented a structural adjustment programme. The programme cut 2,000 civil servants positions and many social and medical services. The commercial sector suffered multiple losses and various businesses had to close or downsize. As a result, locals migrated in large numbers to the Netherlands during the time span from 2000 to 2003.

The Netherlands Antilles: Migration Trends

Year	2001	2002	2003
Immigration	7536	11489	13256
Emigration	11092	8606	10297
Net-migration	-3556	2883	2959

Source: CBS

While some residents of the Netherlands Antilles left for Europe, immigration to the country rose. The outflows left a void in the labour market for low paying jobs which could not be filled with the native work force. Many of the immigrants that came to fill those voids did so through informal channels. Following a report by Amnesty International which revealed human rights abuses of irregular immigrants awaiting deportation, the lieutenant governors of Curaçao and St. Maarten, in consultation with the Minister of Justice, declared a general amnesty for undocumented immigrants in August of 2001 and controlled immigration with the zero tolerance policy.<sup>332</sup>

Under the amnesty, a person received a two-year work permit. The only individuals explicitly excluded from the right to apply for general amnesty were sex workers.<sup>333</sup> After

<sup>331</sup> Martis, Jackie (2004) *The Greenwood Encyclopaedia of Women's Issues, v. 5, North America and the Caribbean*, Greenwood, Westport.

<sup>332</sup> Redakshon, "10 Ilegal detene den Otrobanda," *Extra*. Curaçao, 11 March 2003.

<sup>333</sup> Ibid.

the permit expired, the immigrant worker was expected to go back to his or her country of origin and reapply for a work permit if wanting to return to Netherlands Antilles. It seems reasonable to suspect that many of the immigrants whose permits expired disappeared and again became members of the irregular immigrant group. This amnesty was terminated in December 2001.

### ***Prostitution in the Netherlands Antilles***

Following the example of the Netherlands, prostitution is regulated in the Netherlands Antilles. The first brothel was opened in 1949 in Curaçao and in St. Maarten in the 1960's. As an English speaking island that attracts a diverse population from the English speaking Caribbean and United States, St. Maarten tries to offer a wider variety of women to clients.<sup>334</sup> Saba is the only island of the Netherlands Antilles that does not have a government-sanctioned and -controlled brothel. Although the individual act of prostitution is legal in the Netherlands Antilles, pimping, procuring, and other related third-party involvements are punishable by law (Article 259 Criminal Code).<sup>335</sup>

The government designated an official zone where prostitution is allowed in Curaçao, known as Campo Alegre, where only non-Antillean women are allowed to work.<sup>336</sup> Women working at Campo Alegre receive three-month work permits as “employees of Hotel Mirage.”<sup>337</sup> In other clubs, women receive permits as dancers, which are not registered in the Netherlands Antilles Aliens Registration System (NAVAS), and are not to be involved in prostitution.<sup>338</sup> As a result of this non-registration the government is unable to tell how many women on Curaçao are employed as “dancers” annually.<sup>339</sup>

The law governing prostitution in the Netherlands Antilles stipulates the procedure that the brothel owners need to follow to employ prostitutes and the procedures the prostitutes need to follow in order to gain admittance to work in one of the brothels in the Netherlands Antilles. Women wishing to work these brothels must send their application with photo, medical documents (disease free), and proof of good behaviour (based on police records), to either a government authorized agency, usually the police, or the directly to the brothels. The island councils and the Lieutenant Governors make the final decision as to who gets a permit.

The women who are accepted are issued a permit for three months. Once on the islands, the women are subjected to regular medical exams for sexually transmitted diseases. Those found positive for HIV/AIDS or hepatitis lose their contracts, their files are turned over to the police department, and they are deported if they remain on the island.<sup>340</sup> Women who fear they may be infected will thus avoid Campo Alegre. Upon arrival prostitutes also have to sign what is known as the *Pink Card*. This card registers them as

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<sup>334</sup> Martis, Jackie (1999) “Tourism and Sex Trade in St. Maarten and Curaçao,” in Kamala Kempadoo (Ed.), *Sun, Sex and Gold: Tourism and Sex Work in the Caribbean*, Rowann and Littlefield, Lanham.

<sup>335</sup> International Organization for Migration op. cit., 2004. Also, See the Legal Review by Elizabeth Collett.

<sup>336</sup> Ibid: 29.

<sup>337</sup> Ibid.

<sup>338</sup> Ibid: 29-30.

<sup>339</sup> Ibid: 29.

<sup>340</sup> Ibid: 29-30.

prostitutes. Registered prostitutes can only return to work as prostitutes in the Netherlands Antilles after a year has passed from their last term of employment. Registered prostitutes are known to travel to work in several of the islands within the Netherlands Antilles and Aruba.<sup>341</sup>

Approximately one-third of the Campo Alegre sex workers leave before their work permit expires.<sup>342</sup> Conditions under which women work have been decried by the international community, and the Netherlands Antilles was openly accused of human trafficking in 1997 in a report by the Social Economic Counsel of the United Nations. This report implicitly referred to the conditions under which women arrived at Campo Alegre.<sup>343</sup>

An estimated 12% of those that leave Campo Alegre begin working in non-regulated prostitution.<sup>344</sup> Non-regulated prostitutes face difficult working conditions. A 1999 study on prostitution in the Caribbean refers to the living quarters of sex-workers in St. Maarten as “prison cells.”<sup>345</sup> A study of the link between tourism and prostitution in St. Maarten and Curaçao carried out in 1997 refers to the fact that the women are constantly threatened by violence:

“...they may be subjected to rape and other forms of violence and cannot escape or leave because they don’t have their passports or any money...In general the owners of bars and brothels hold a lot of power over these women.”<sup>346</sup>

The owners of these clubs can get permits from the local authorities for a specified number of women to work as dancers in their clubs.<sup>347</sup> The permit issued allows the women to work in the clubs as strippers or exotic dancers. The women are not allowed to take off all their clothes and cannot engage in prostitution in these clubs.

It must be noted that there is disagreement around the term “legal prostitution.” While prostitution itself is not illegal, incitation to prostitution is. Because prostitution is restricted to specific government regulated zones, where only non-Antillean women are allowed to work, some say it can not be considered legal, but regulated. Please refer to the full legal review for further analysis of the Netherlands Antilles’ legislative framework.

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<sup>341</sup> Ibid.

<sup>342</sup> Ibid.

<sup>343</sup> United Nations (1997) *Consejo Economico y Social- Comisión de Derechos Humanos. Intensificación de la promoción y el fomento de los Derechos Humanos y las libertades fundamentales, en particular la cuestión del programa y los métodos de trabajo de la comisión; otros criterios y medios que ofrece el sistema de las Naciones Unidas para mejorar el goce efectivo de los Derechos Humanos y las libertades fundamentales; Informe de la Relatora Especial, Sra. Radica Coomaraswamy sobre la violencia contra la mujer, con inclusión de sus causas y consecuencias.* Ginebra. Suiza.

<sup>344</sup> Ibid: 30.

<sup>345</sup> Benoit, Catherine (1999) “Sex, Aids Migration and Prostitution: Human trafficking in the Caribbean,” in *New West Indian Guide* 73 (3&4): 27-42.

<sup>346</sup> Martis, op. cit., 1999.

<sup>347</sup> IOM, op. cit., 2004: 30

***Trafficking in the Netherlands Antilles***

In 1996 Colombian women who were recruited by a woman in Colombia to work as waitresses in the hotel industry in Curaçao took their employer to court.<sup>348</sup> The women declared in court that they were misled and ended up working in a nightclub as waitresses, having to entertain clients against their will. They lodged a number of complaints:

- a) They were promised US\$700, but received considerably less from the club owners.
- b) They were forced to hand over their passports (a common and illegal practice on both the islands).
- c) They were paid NAf.200 (US\$110) per month, from which their airfare to Curaçao would be discounted (NAf.446 US\$246).
- d) They were given no days off because they did not have to work in the mornings. Working hours were: Monday through Friday from 3:00 P.M. to 11:00 P.M., Saturdays and Sundays 11:00 A.M. to midnight. Some nights they worked until 1:00 or 2:00 in the morning.
- e) They only had the right to one meal a day, and if they wanted more they had to ask their clients for food.
- f) In order to get more money, the women had to drink with the nightclub clients and to have sex with the men, using the condoms that the owners sold to them.
- g) They had to dress provocatively and had to permit the men to touch and fondle them.
- h) They had to become friends with the men and ask these so-called friends to pay for their tickets back home.
- i) They were not allowed access to a phone to either make call to, or receive calls from their families.

The case went to court and the women won back payment of their salaries. However, no case was made against the employer for coercion or any prostitution related offences.

***Child trafficking***

Previous IOM research indicates that trafficking in children may take place in Curaçao.<sup>349</sup> According to the report... “one can approach certain brothel owners to ‘order a child.’” This child, usually an 8 to 12 year old girl from the Dominican Republic, is then flown to Curaçao, where she is handed over to the client, for his exclusive use.”<sup>350</sup> The report goes on to explain that the family of the girl cooperates fully and that the girl is returned home after a week. The average cost for this transaction is US\$ 2,200 per child and the sexual abuse is often put on video and sold on the black market.<sup>351</sup>

**National Survey from St. Maarten**

A total of 38 national surveys were completed at the IOM national seminar in St. Maarten. Of the total, 24 were females, 13 males, and one gave no response. The

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<sup>348</sup> Martis, op. cit., 1999.

<sup>349</sup> IOM, op. cit., 2004.

<sup>350</sup> Ibid.

<sup>351</sup> Ibid.

majority of respondents indicated that they were employed by a government agency (25) or an NGO (10). Twenty-six of the respondents had completed advanced studies and a majority (24) fell within the 41-55 age group. Numerous questions elicited multiple responses from the participants and therefore the responses are represented as frequencies of the total number of respondents who answered each question. A complete tabulation of the results is included in Appendix A.

#### ***Awareness of trafficking in persons***

Of those who responded to the question “do you think trafficking in persons is a problem in your country,” 32 answered yes. Twenty-three respondents noted that they were aware of human trafficking occurring in their country. From this group, women, men, girls, and boys were listed as victims. The bulk of responses suggested that victims were primarily between 18 and 40 years of age. There were 17 indications that victims were in the 18 to 25 age range, and nine that victims were in 26 to 40 age cohort. Where forms of exploitation were concerned, there were 21 indications of forced prostitution, 15 of forced labour, and 11 of domestic servitude.

Twenty-six of those responding indicated they were unaware of cases of human trafficking from the Netherlands Antilles, into other countries. Among the ten who responded in the affirmative, the explanation given was that human trafficking took place within the context of drug trafficking, forced prostitution, and forced labour. When asked if they were aware of someone being accused of trafficking in persons in their country, 17 responded yes. Of those, there were 15 indications of cases involving forced prostitution, seven for forced labour, and six involving domestic servitude as the forms of exploitation. Three responded that one to three people had been arrested in these cases and two responded that there had been one conviction for human trafficking offences.

The majority of respondents (26) were aware of numerous laws in the Netherlands Antilles that address practices such as forced labour, forced prostitution, and/or child labour. The Immigration and Prosecutors Office, Coast Guard, Police Force, Law Enforcement, and the Women’s Desk were all suggested by multiple respondents as organizations that are addressing trafficking in persons in the country.

### **Main Findings: Key Informant Interviews**

#### ***A migration source, transit, and destination country***

The United States and the Netherlands are major destination countries for residents of the Netherlands Antilles. Many key informants believed that external migration continues to the United States mainly for those pursuing higher education.<sup>352</sup> Residents of the Netherlands Antilles are also able to travel and work in the Netherlands and Aruba due to their relationship with the Netherlands.<sup>353</sup> Some key informants noted that the primary regional destination for residents of the Netherlands Antilles were Aruba, Venezuela, Costa Rica, and within the Netherlands Antilles itself.<sup>354</sup>

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<sup>352</sup> Key informant interviews, the Netherlands Antilles.

<sup>353</sup> Key informant interviews, the Netherlands Antilles.

<sup>354</sup> Key informant interviews, the Netherlands Antilles.

The Netherlands Antilles is also mentioned as a transit point for some immigrants going to the United States and the Netherlands in particular.<sup>355</sup> The possibility of gaining Dutch citizenship through marriage and residency is believed to be one of the major pull factors for immigrants. Some key informants indicated that people may try to get citizenship in the Netherlands Antilles, which gives them access to the Netherlands and all of Europe, and simplifies travel to the United States.<sup>356</sup> Many key informants suggested that the primary countries of origin of people using the Netherlands Antilles as a transit point are Dominica, Venezuela, Haiti, the Dominican Republic, Colombia, Jamaica, India, China, Lebanon, Cuba, Nigeria, Syria, Pakistan, and Suriname.<sup>357</sup>

Six key informants put forth better job opportunities, joining family and friends, and the high rate of unemployment or poverty in their home countries as some of the main reasons persons come to live and work in the Netherlands Antilles.<sup>358</sup> Other reasons mentioned included seeking better educational opportunities, asylum (mostly from Colombia and Cuba), and the risk of war in Colombia.<sup>359</sup> The most common countries of origin of migrants coming into the Netherlands Antilles, according to numerous key informants, are the Dominican Republic, Haiti, Colombia, Jamaica, and Venezuela, as well as China, Suriname, Peru, India, the Netherlands, the United States, Guyana, South Africa, Canada, Lebanon, Portugal, and Cuba.<sup>360</sup> Many informants indicated that foreign labour is most present in domestic work, construction, prostitution, supermarkets, snacks, agricultural work, gardening, tourism, and informal trade.<sup>361</sup>

Key informants mentioned that not all immigrants come through legal channels. Undocumented immigrants are thought to comprise both men and women and some children, both boys and girls.<sup>362</sup> Eleven of the key informant interviews indicated that the source countries of undocumented migrants include Colombia, Haiti, the Dominican Republic, Guyana, Jamaica, Venezuela, and India.<sup>363</sup> An interview with one official revealed that the estimated number of irregular immigrants on the islands is around 15,000.<sup>364</sup>

Regarding the previously discussed general amnesty that was granted to undocumented workers in August of 2001, one of the key informants believed that this amnesty caused a

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<sup>355</sup> Key informant interviews, the Netherlands Antilles.

<sup>356</sup> Key informant interviews, the Netherlands Antilles.

<sup>357</sup> Key informant interviews, the Netherlands Antilles.

<sup>358</sup> Key informant interviews, the Netherlands Antilles.

<sup>359</sup> Key informant interviews, the Netherlands Antilles.

<sup>360</sup> Key informant interviews, the Netherlands Antilles.

<sup>361</sup> Snacks are little roadside eateries with beer licenses. They are a cultural phenomenon where mostly Spanish speaking women from the Dominican Republic and Colombia work and anyone can get a snack or something to drink during the day. At night, they become roadside bars mostly frequented by men. In Curaçao the snacks are owned or managed by Chinese who Spanish speaking women to work. In Bonaire snacks are in many instances owned or run by women from the Dominican Republic. Prostitution is known to occur (Key informant interviews, the Netherlands Antilles).

<sup>362</sup> Key informant interviews, the Netherlands Antilles.

<sup>363</sup> Key informant interviews, the Netherlands Antilles.

<sup>364</sup> Key informant interview, the Netherlands Antilles.



“grace period effect.”<sup>365</sup> He posited that immigrants were now coming to the island again and becoming irregular in the hopes for another amnesty.

In 2002, a special police team was instituted with the purpose of executing a “zero tolerance policy” against many types of illegal activities.<sup>366</sup> These activities include control of irregular presence in the Netherlands Antilles, the hiring and harbouring of irregular immigrants, and violations of different laws and regulations by establishments such as restaurants, bars, snacks, and night clubs. The zero tolerance team conducts regular, unannounced visits to establishments which are permitted to have entertainment (dancers) at night. These visits are executed in coordination with other government agencies such as the tax department and the social security services. During these visits the dancers, workers, and visitors are checked for proper identification and legal permits. Undocumented residents who work or are present in these establishments are required to have their permits with them in order to prove that they are on the island legally. If proper documentation cannot be produced at the moment of control, they are rounded up and sent to barracks for irregular immigrants to await deportation. If they can later show proof of legality, they are released.<sup>367</sup>

### **The Sex Industry and Prostitution in the Netherlands Antilles**

Key informants mentioned both forced prostitution and legal prostitution as areas where abuses take place.<sup>368</sup> Prostitution is thought to occur in different places, either openly or secretly, in Curaçao, St. Maarten, and Bonaire.

#### ***State regulated prostitution***

Ten informants believed that women who come to the Netherlands Antilles voluntarily to work as prostitutes are often confronted with working conditions they did not expect.<sup>369</sup> The official brothels allow them to go out at certain times and charge them for the room they have to rent, the food they eat, condoms, clothing, and incidentals. Some brothels and strip clubs in St. Maarten, for example, even charge clients a special fee if they want to take a woman out at night.<sup>370</sup> One informant alleged that prostitutes are recruited mostly from the Dominican Republic and Colombia to work in Bonaire, Curaçao, and St. Eustatius.<sup>371</sup> The flows to St. Maarten differ somewhat. Apart from the countries mentioned above, women from other Caribbean countries like Jamaica and Guyana also apply for and are given permits to work in St. Maarten.<sup>372</sup>

#### ***Clandestine prostitution***

Some informants indicated that illegal prostitution may take place at snacks, bars and dance clubs, strip clubs, brothels, rented rooms or apartments, and private residences.<sup>373</sup>

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<sup>365</sup> Key informant interview, the Netherlands Antilles.

<sup>366</sup> Key informant interview, the Netherlands Antilles.

<sup>367</sup> Key informant interview, the Netherlands Antilles.

<sup>368</sup> Key informant interviews, the Netherlands Antilles.

<sup>369</sup> Key informant interviews, the Netherlands Antilles.

<sup>370</sup> Key informant interview, the Netherlands Antilles.

<sup>371</sup> Key informant interview, the Netherlands Antilles.

<sup>372</sup> Key informant interviews, the Netherlands Antilles.

<sup>373</sup> Key informant interviews, the Netherlands Antilles.

Informants suggested that women working on the illegal circuit are not compelled to have regular medical exams and thus, are thought to be more vulnerable to sexually transmitted diseases (STD). It was indicated that the majority of these women are irregular and come from countries such as Colombia, Haiti, the Dominican Republic, Guyana, Jamaica, and Venezuela.<sup>374</sup>

### ***Links to forced prostitution***

Legal dance and strip clubs can apply for permits for dancers. The women who are recruited are referred to as entertainers or artists although some may end up in prostitution.<sup>375</sup> These dancers are brought in with a permit to dance (strip) and then may be forced by their employer, or by the circumstances these employers create, to prostitute themselves.<sup>376</sup> In many cases the women are forced to engage into prostitution so that they can eat and repay their debts.<sup>377</sup> According to one informant, the women are stripped of their documents and their movements are restricted.<sup>378</sup> Key informants indicated that in many of these snacks, bars, clubs, and brothels, the working and living conditions of the women are deplorable.<sup>379</sup> The women are thought to be at the mercy of their employers or clients.<sup>380</sup>

### **General Description of Trafficking in Persons in the Netherlands Antilles**

The concept of trafficking in persons taking place in the Netherlands Antilles is a relatively new one and it therefore has not been the focus of much attention. The key informants were divided about whether it is a problem in the Netherlands Antilles. Several were certain that it existed, while others thought it was either not a problem or were not sure.<sup>381</sup>

While there was some disagreement about the existence of human trafficking, most key informants indicated knowing or hearing of migrants who had been deceived.<sup>382</sup> The circumstances included not getting the jobs they had been promised and being expected to work in other jobs, finding themselves out of work, and being paid lower wages than what they had been promised.<sup>383</sup> The response from one of key informant makes this situation clear:

“..professionals and labourers alike are deceived. The circumstances are not what they had expected, they are different or bad. Also the language is a barrier. They are told lies about the salaries and conditions of work. Their living conditions are also worse than they had expected or are used to.”<sup>384</sup>

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<sup>374</sup> Key informant interviews, the Netherlands Antilles.

<sup>375</sup> Key informant interviews, the Netherlands Antilles.

<sup>376</sup> Key informant interviews, the Netherlands Antilles.

<sup>377</sup> Key informant interviews, the Netherlands Antilles.

<sup>378</sup> Key informant interview, the Netherlands Antilles.

<sup>379</sup> Key informant interviews, the Netherlands Antilles.

<sup>380</sup> Key informant interviews, the Netherlands Antilles.

<sup>381</sup> Key informant interviews, the Netherlands Antilles.

<sup>382</sup> Key informant interviews, the Netherlands Antilles.

<sup>383</sup> Key informant interviews, the Netherlands Antilles.

<sup>384</sup> Key informant interview, the Netherlands Antilles.

Although these circumstances do not necessarily translate into human trafficking, they can still be used to extrapolate information on trafficking in persons. The research suggests that there is definite labour exploitation of migrants, especially in agriculture, construction, domestic servitude, and prostitution.<sup>385</sup>

### ***Agriculture***

Haitians were mentioned by five key informants as being victims of abuse, especially in the agricultural sector in Curaçao.<sup>386</sup> Although the island is very arid, there are special areas on the island that are reserved for farming. The local small farmers employ mostly Haitians who work for up to 12 hours a day.<sup>387</sup> According to the five informants, some of the methods of control included restricted movement, withholding pay, and if they protested, threats of deportation.<sup>388</sup>

### ***Construction***

Six of the key informants indicated that construction work is an area prone to abusive practices.<sup>389</sup> The abuses mostly took place on the island of Curaçao and in St. Maarten.<sup>390</sup> One informant mentioned that construction workers were not provided with proper equipment to work safely.<sup>391</sup> Another informant cited poor living conditions and referred to situations where the labourers had to live at the work site.<sup>392</sup> The men abused in most cases were believed to be irregular immigrants residing on the islands. Two informants suggested that employers would refuse to pay them or pay them less than what was agreed, restrict their movement, confiscate their documents, threaten to fire them, and force them to work very long hours.<sup>393</sup>

### ***Domestic servitude***

According to nine key informants a number immigrant women are in domestic service work without official papers, making them vulnerable to many abuses.<sup>394</sup> The abuses mentioned were receiving no or little pay, being forced to work long hours without breaks, and being restricted in their movements by having their passports taken away.<sup>395</sup> Eight key informants also mentioned the prominence of Indian women and some Indian men being abused in the domestic sphere.<sup>396</sup> Indian domestic workers were seen as being legal but having to endure slave-like situations, which included working very long hours.<sup>397</sup> In St. Maarten, for example, mention of excessive work hours and cramped living quarters was made.<sup>398</sup>

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<sup>385</sup> Key informant interviews, the Netherlands Antilles.

<sup>386</sup> Key informant interviews, the Netherlands Antilles.

<sup>387</sup> Key informant interview, the Netherlands Antilles.

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<sup>389</sup> Key informant interviews, the Netherlands Antilles.

<sup>390</sup> Key informant interviews, the Netherlands Antilles.

<sup>391</sup> Key informant interview, the Netherlands Antilles.

<sup>392</sup> Key informant interview, the Netherlands Antilles.

<sup>393</sup> Key informant interviews, the Netherlands Antilles.

<sup>394</sup> Key informant interviews, the Netherlands Antilles.

<sup>395</sup> Key informant interview, the Netherlands Antilles.

<sup>396</sup> Key informant interviews, the Netherlands Antilles.

<sup>397</sup> Key informant interview, the Netherlands Antilles.

<sup>398</sup> Key informant interview, the Netherlands Antilles.

### **Trafficking of Children**

None of the key informants had first hand information of any incidents of human trafficking involving children in the Netherlands Antilles.

#### ***The recruitment process***

Six key informants indicated that much of the deceptive recruiting takes place within the entertainment industry.<sup>399</sup> Women are recruited to work as bartenders, waitresses, or “dancers,” and end up being forced into prostitution. The informants proposed that women are deceived with the promise of a good job, brought to the islands, and then forced to work in the sex industry.<sup>400</sup>

#### ***Predominant routes and means of transportation***

The indications are that the entry of irregular migrants and possibly trafficked persons is primarily through normal legal channels, in particular by air travel.<sup>401</sup> The only Caribbean countries for which a visa is required to enter the Netherlands Antilles are the Dominican Republic, Cuba, and Haiti. Colombians also need a visa to enter. Persons coming to the Netherlands Antilles to work need to have a work permit, for which the prospective employer is supposed to apply. Those persons who eventually become irregular do so by overstaying the time allotted to them by immigration officials, by working without a work permit, or by working after their initial work permits have expired.<sup>402</sup>

One key informant indicated that both men and women from Colombia and Venezuela use boats to reach the Netherlands Antilles and enter without proper documents. According to the informant, they are dropped off at the coast of Curaçao and “someone picks them up and takes them to their destination.”<sup>403</sup> For Bonaire the situation is a bit different. According to another key informant most of the women in the illegal sex industry are from the Dominican Republic or Colombia, who reside on Curaçao and travel to Bonaire when things are slow in order to make some money. Bonaire does not have direct connections with Colombia and only one flight from the Dominican Republic.<sup>404</sup>

#### ***Victim profile***

Since irregular migrants are often more vulnerable to becoming victims of human trafficking, the following comprises a description of irregular migrants in terms of age range, education, and areas of work attained from the interviews. Informants believed that irregular migrants tend to be from the countries of Colombia, Haiti, the Dominican Republic, Guyana, Jamaica, Venezuela, and India.<sup>405</sup> Persons from as young as 18 years

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<sup>399</sup> Key informant interviews, the Netherlands Antilles.

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<sup>401</sup> Key informant interviews, the Netherlands Antilles.

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<sup>403</sup> Key informant interview, the Netherlands Antilles.

<sup>404</sup> Key informant interview, the Netherlands Antilles.

<sup>405</sup> Key informant interviews, the Netherlands Antilles.

of age, up to those in their 50's were mentioned.<sup>406</sup> In terms of educational level, it is suggested that they generally have basic schooling at primary and secondary levels with some technical training.<sup>407</sup> Those who have no formal training might have developed skills in their areas of work such as housekeeping and construction.<sup>408</sup>

The National Researcher interviewed a 19 year-old Jamaican girl in St. Maarten who was being forced to work as a prostitute by the owner of the club where she worked as a dancer.

Cher had finished high school and was looking for something to do. She regularly went to clubs in Negril. One time in one of the clubs she was approached by a woman who worked in this particular club. This woman told her of the opportunity to work as a dancer in St. Maarten and convinced her that this was a good thing to do. According to Cher she was very persuasive. Cher knew enough to ask questions about the work she would be doing and told the lady that she would want to go but would only dance. "I told her I would not do any freak shows or business with men." She also told the lady that she wasn't a professional dancer. In Jamaica she was told that they would buy her ticket for her. But once in St. Maarten she had to pay back the ticket. She had not signed any contracts and had no proof of what they say she owes them. Her working hours were from 11pm to 4 or 6 in the morning. She did not get a salary for dancing, and has to pay her bills from what she gets from tips. Any tips she got were taken away from her. Her employer would take her tips and discount the hotel room, US\$ 35, and gave her the rest. At the time of the interview she had US\$6 on her. It was all she had and she had to buy meals with it.

She said she was expected to 'befriend male clients' and since she did not want to do this the owner of the place was angry at her. He said management did not care and took out his anger on her, because he said she 'embarrassed him.' The owner also wanted her (the girls) to take nude pictures on the beach for posters and an internet site; she also refused to do this, which made him angrier.

She then went on to tell me that she was forced by the circumstances to go with clients. She was selective, and did not go with just anyone. If a man wanted to take her out he had to pay \$100 per night to the owner of the club. She also had a 'special friend' who would take her out and take care of her.

She wanted to get away but couldn't because management had her passport. She wasn't making any money and the owner was abusive towards her. One time when he roughed her up, she walked to the police station from the club (20-30 minutes away) and wanted to make a complaint. The police did not take her complaint and they took her back to the club. She was left there after the owner told them she owed him money. She denies this. The club had 8 Jamaican girls working there at that moment. Some of them were stressed out, but others did good business.

The owner was abusive and violent to other girls too. He would punch walls and threaten murder and told her that he didn't care if she went to the police. The police were

<sup>406</sup> Key informant interviews, the Netherlands Antilles.

<sup>407</sup> Key informant interviews, the Netherlands Antilles.

<sup>408</sup> Key informant interviews, the Netherlands Antilles.

regular visitors to the club and some were friends with the owner. He had told her he was friends with immigration officials too. She told me she wanted to leave.<sup>409</sup>

***Link between human trafficking and drug trafficking***

Very few key informants expressed knowledge of a link between human trafficking and drug trafficking.<sup>410</sup> There was the thought that there might be a link, but they did not know of any cases. Immigration and police officials suspect that there are links.<sup>411</sup> One official gave an example of some cases involving Africans.<sup>412</sup> The Africans were given US\$2,500 to travel to Curaçao. Once here they were set up in hotels and had the money taken away from them. They were then forced to swallow drugs, travel back, and hand over the drugs.<sup>413</sup> One key informant mentioned that Nigerians are involved in drug trafficking, but no mention was ever made of these people being victims of human trafficking.<sup>414</sup> One informant in St. Maarten stated that Colombians entered St. Maarten to connect with *Dominicanos* for drug trafficking, but did not know if human trafficking was involved.<sup>415</sup> Another informant mentioned that some drug couriers from Eastern Europe have been apprehended, but again did not know if any of these couriers were victims of trafficking in persons.<sup>416</sup>

***Government corruption and human trafficking***

Two of the key informants talked about the suspected involvement of immigration officials in the trafficking of persons.<sup>417</sup> They had many questions regarding admittance of certain women and the conditions under which they were admitted. The informants suspected that some women are permitted to enter without the proper papers. The role of immigration personnel and other instrumental agents was spoken of, but the informants could not tell if this was something structural (well organized) or acts of some individuals.

***The absence of services and information for victims of trafficking***

Ten key informants noted the Netherlands Antilles has no services intended for victims of trafficking in persons.<sup>418</sup> One organization, Contrasida, in Curaçao works with women in clandestine prostitution and does work related to HIV/AIDS. They encounter abused women and possibly victims of trafficking. In Curaçao there is a Foundation for Victim's Assistance (Slachtofferhulp) that could be able to help in such cases. The Women's Bureau also gives assistance to immigrant women seeking help for different kinds of problems.<sup>419</sup> In St. Maarten, the Women's Desk does most of the outreach to immigrants,

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<sup>409</sup> Her name and identifying points have been changed.

<sup>410</sup> Key informant interviews, the Netherlands Antilles.

<sup>411</sup> Key informant interviews, the Netherlands Antilles.

<sup>412</sup> Key informant interview, the Netherlands Antilles.

<sup>413</sup> Persons forced to swallow drugs are referred to as "bolitas;" key informant interview, the Netherlands Antilles.

<sup>414</sup> Key informant interview, the Netherlands Antilles.

<sup>415</sup> Key informant interview, the Netherlands Antilles.

<sup>416</sup> Key informant interview, the Netherlands Antilles.

<sup>417</sup> Key informant interviews, the Netherlands Antilles.

<sup>418</sup> Key informant interviews, the Netherlands Antilles.

<sup>419</sup> Key informant interviews, the Netherlands Antilles.

especially women. On both island, as with the rest of the Antilles, there are other social, judicial, legal, and therapeutic services and agencies that can be called upon to help assist victims of trafficking. On the three islands, there are also several immigrant's organizations and consulates of the major immigrant groups on the islands that are willing to provide assistance.<sup>420</sup>

### ***Conclusions from the key informant interviews***

This study was exploratory and represents one of the first efforts to investigate the issue of trafficking in persons in the Netherlands Antilles. This research project does provide information that human trafficking exists in the Netherlands Antilles, although the full scale is unknown. One challenge in addressing human trafficking within the Netherlands Antilles is a general lack of clarity, which confuses human trafficking with human smuggling, and abuse of immigrants in the labour market, domestic service, and prostitution.

Informants were aware of women in both regulated (most) and illegal prostitution who knew that they were coming to the Netherlands Antilles to work as prostitutes, but ended up being exploited by their employers. Informants also discussed women brought to the Netherlands Antilles under false pretences. Women who are recruited to work as bartenders, waitresses, or "dancers" and end up being forced into prostitution by threat or circumstances created by the person wanting to exploit these women, constituting human trafficking.

When discussing the abuses of male immigrants, the information suggests that most migrate to the Netherlands Antilles because they heard stories of those who have achieved a better life, or that they were invited by someone they knew to come seek employment. However, once here these men can be vulnerable to exploitation and some are subjected to major labour abuses, including forced labour.

### **Media Review**

A review of newspaper articles from January 2003 to August 2004 in Curaçao (eight daily and one weekly) and St. Maarten (two daily) reveal that the newspapers often publish reports of issues pertaining to immigration. Most of the news items are accounts of irregular immigrants that were arrested and await deportation. These immigrants are seen many times handcuffed and being taken to barracks for irregular migrants awaiting deportation. When women, often sex workers, are photographed they are usually scantily clad and their faces are shown. Other immigrants make the news when they have committed a crime. Most of the newspapers also publish official press releases from government and police about immigration issues.

At the time of this research *El Popular* was published weekly in Curaçao by Spanish-speaking immigrants. This paper is no longer published, but a similar paper, *El Periodico*, is now in circulation. The newspaper is published in Spanish and tackles a variety of issues related to immigrants. It also supplies news and information about Curaçao and its culture. The newspaper is involved in social developments and issues that

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<sup>420</sup> Key informant interviews, the Netherlands Antilles.

affect the immigrant population in Curaçao. St. Maarten also has a newspaper for Spanish-speaking immigrants that tackles general news issues, as well as issues of special interest to immigrants.

In June 2004, the news media in Curaçao published a story about a couple being accused of child abuse. While investigating the case the police stumbled on to the fact that the children in question were not the biological children of the couple, and the couple refused to cooperate with the police concerning their real identity. Some newspapers started calling the case one of trafficking in children. These children were brought in from Suriname it seems, however the case was still under investigation by the police at the time this research was concluded. It is not clear what the circumstances are and if indeed this is a case of child trafficking. The public prosecutor and the police were interviewed about this case, but since the case was under investigation could not give more information than was released in the newspapers.

### **Current Government Response**<sup>421</sup>

The official laws and regulations concerning immigration issues are set by the Minister of Justice. These ground rules are sent to the island territories as *Instructions to the Lieutenant Governors for Admittance and Expulsion*. The Lieutenant Governors and island councils in turn determine who gets permits within the parameters of these instructions. In practice what this means is that the island territories can decide separately on issues having to deal with permits and conditions thereof. The Minister of Justice can intervene in the instruction given but not in the execution of the policy which is developed by the island territories.

A major bottleneck in the management of immigrants results from the different agencies dealing with varying aspects of the same issue, the lack of communication between these agencies, the lack of integrated databases between island agencies, and the lack of integration between island agencies and federal databases.<sup>422</sup> There are separate permits for entertainers and dancers. The dancers are seen as artists who can get a permit for three months per year to work in the clubs.

The Minister of Justice is currently undertaking a national review of the migration policy for the Netherlands Antilles.

### ***Legislation***

The Netherlands Antilles has national labour laws and is party to numerous treaties of the International Labour Organization (ILO) and other international treaties dealing with international human rights such as the Convention on the Elimination of Racial Discrimination (CERD), The Economic, Social and Cultural Rights Convention and the Convention on Elimination of All Forms of Discrimination Against Women (CEDAW).

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<sup>421</sup> The information in the following sections is compiled from ongoing IOM programmes, literature and statistical reviews, national survey responses, and key informant interviews conducted during this research.

<sup>422</sup> Bodde de, G.A.B. (2003) "Het vreemdelingenproces in de Nederlandse Antillen: een verkenning van toelating and toezicht," Willemstad, 23 April.



Trafficking of women is a criminal act according to Article 260 of the Netherlands Antilles' Criminal Code. Despite this provision, no cases had been tried at the time of this research.

The national laws deal with issues ranging from the age at which one can start to work (16 years) to how long the work day and week can be, eight hours and 40 hours, respectively. The minimum salary varies from island to island and it also varies according to the type of labour and the sector. There are minimum pay standards per age, per sector, per hour there are also set standards for labour conditions. To work in clubs, strip clubs and brothels a person has to be eighteen or older. Women (and men) younger than eighteen are not permitted to work as strippers or prostitutes.

The five territories each have a department dealing with labour and social affairs. At the central level the Directorate of Labour Affairs is the agency in charge of policy development and labour inspection. As part of the structural adjustments made during the 1990s, the section of the Directorate of Labour Affairs that deals with inspection of labour conditions was decentralized and its tasks were supposed to be incorporated into the island departments. At the time this research was conducted, the incorporation had not yet taken place. Lack of control, information, synchronization, and a clear policy are elements that contribute to an environment which permits abuse and exploitation of immigrants. Please refer to the full legal review for further analysis of the Netherlands Antilles' legislative framework.

#### ***Government action***

In February, 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including the Netherlands Antilles. The initiative consists of three key elements: applied research, information and awareness-raising, and capacity building. The project, with support from the Directorate of Judicial Affairs, held three targeted training and capacity building sessions. The first, held in August 2004 in Curaçao, trained 54 participants. In addition, as part of another IOM project, IOM piloted a training module on Information Campaigns and Counter Trafficking in August 2004 with a smaller group of key stakeholders. A third, technical two-day training was held in November 2004, training 18 participants and continued to focus in more depth on developing a practical response in networking and national plans of action. Similar trainings were held in St. Maarten in September 2004, training 63 participants. The project is currently finalizing a regional information campaign which will, in partnership with the Directorate of Judicial Affairs, other government agencies, and NGOs, support the efforts within the Netherlands Antilles to raise awareness on the issue of human trafficking using a variety of information campaign tools. The project also hosted a regional meeting, bringing in government and civil society participants from the Netherlands Antilles as well as all Caribbean countries to begin developing a regional plan of action for the Caribbean.

**Conclusion**

This study was exploratory and represents one of the first efforts to investigate the issue of trafficking in persons in the Netherlands Antilles. Human trafficking indications obtained in this preliminary study cannot be generalized, as the sample was small, unrepresentative, and the selection was purposive. Despite the limited population sample of this exploratory study, the sum of the information contained both in the literature review, the national survey, and key informant interviews indicate some level of human trafficking is occurring in the Netherlands Antilles.

Although this research was not intended to determine the full extent to which trafficking in persons exists in the Netherlands Antilles, there is evidence that victims are in circumstances of sexual exploitation, forced labour, and domestic servitude. Though many indications point to females as being vulnerable to and victims of human trafficking, it seems that male migrant workers are also susceptible to human trafficking. Evidence of labour exploitation was revealed and it appears that this extends in some cases into forced labour, which is one manifestation of trafficking in persons.





## **St. Lucia**

### **Main Findings: Literature and Statistical Reviews and the National Survey**

This section of the report examines the information available on human trafficking in the context of St. Lucia as well as the exploratory study's main findings. This includes existing background information on a range of elements considered as push/pull factors to human trafficking to, within, or from St. Lucia, as well as public information available on the phenomenon.

#### ***Poverty and unemployment***

Data from the *Official Statistics* indicated that St. Lucia's unemployment rate in 2000 was 16.5% of the active population.<sup>423</sup> Disaggregated data showed that 22% of the unemployed were women and 50% youth (comprised within the 15-25 years of age category).<sup>424</sup>

Faced with scarce employment possibilities and assuming that migration will ensure higher earning, economic migration from St. Lucia is increasing, including among teachers and nurses who are trying to reach destinations such as the United Kingdom, the United States of America, or The Bahamas in search of better employment opportunities and professional development. This growing pattern has a direct impact on the stability of households, and upon children left behind in particular. This migration of heads of household seeking employment is a factor that increases the vulnerability of children and potentially exposes them to exploitation. An analysis of the situation by the Division of Human Services and Family Affairs of the Ministry of Health indicates that there is an increasing number of school-age children seeking to ensure their survival by becoming involved in a range of economic survival strategies, sometimes exposing them to illegal activities.<sup>425</sup>

#### ***Child labour***

Based upon the literature review, child labour or children bonded to labour practices are not known to occur in St. Lucia.<sup>426</sup>

As reported in the *US Department of State, Bureau of Democracy, Human Rights and Labor 2003 Report*, minors are protected legally from economic exploitation by several legislative acts, including the Employment of Women, Young Persons, and Children Act, providing for a minimum legal working age of 14 years. The Government is in the process of updating the Labour Code to set the minimum legal working age at 16 years.

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<sup>423</sup> Government of St. Lucia Statistics, Official Website of the Government of St. Lucia, Available online at: <http://www.stats.gov.lc>.

<sup>424</sup> Organization for Eastern Caribbean States (OECS) (2002) *Human Development Report: 73*.

<sup>425</sup> Robinson, Felicia (2001) *Saint Lucia Report to the Regional Congress on Children Sexual Exploitation*, Ministry of Health, Human Services, Family Affairs and Gender Relations, November, Available online at: [http://www.iin.oea.org/ST\\_LUCIA\\_ing.PDF](http://www.iin.oea.org/ST_LUCIA_ing.PDF).

<sup>426</sup> US Department of State (2003) *Country Reports - Saint Lucia, Section 6*, Bureau of Democracy, Human Rights and Labor, 31 May.

The minimum legal working age for industrial work is 18 years. Child work existed to some degree in the rural areas, primarily where school-age children helped harvest bananas from family trees. Children also typically worked in urban food stalls or sold confectioneries on sidewalks. However, these activities occurred especially on non-school days and during festivals. The Report concludes that there are no formal reports of violations of child labour laws.

### ***Child sexual exploitation***

The sexual exploitation of children in the country is reported as a growing problem, but there is still very little information available on the issue.<sup>427</sup> This problem impacts upon St. Lucian children, families, and society and requires increased recognition. Felicia Robinson, the Head of the Human Services and Family Affairs of the Ministry of Health acknowledged in a regional governmental congress on child sexual exploitation held in Montevideo in November 2001 that “the extent of the problem remains largely under-documented and under-researched.”<sup>428</sup> According to Robinson, the analysis of the problem in St. Lucia suggested that there is a “direct relation between structural adjustment in the economy and the impoverishment of families, resulting in increased vulnerability to abuse. Other predisposing factors include a history of sexual abuse, parental migration resulting in abandonment, school drop outs, and development of tourism.”<sup>429</sup>

In a *Social Assessment Study of 2000* carried out by the Poverty Reduction Fund of St. Lucia, researchers included the following extracts in reference to the problem of child exploitation.

“Girls have affairs for money, mothers may be gone abroad and have left them or they have been abused by the men visiting their mothers” [...]

“There are young 12-13 years old, even 9, involved in street prostitution. Young boys are being abused in tourist areas (such as in Marina in the North). Many children are sent to Castries and are begging for food.”<sup>430</sup>

### ***Economic discrepancies within (neighbouring) countries***

In the context of the wider Caribbean region, St. Lucia is perceived as a country enjoying vital economic and political stability. According to the Organization of Eastern Caribbean States (OECS), the general poverty level ranges from 19% of the population in St. Lucia to a high of 33% in St. Vincent and the Grenadines.<sup>431</sup> St. Lucia is seen as an appealing country within the region and is attracting economic migrants, coming from neighbouring

<sup>427</sup> US Department of Labor (2005) *Country Reports*, Bureau of International Labour Affairs, 14 January, Available online at: <http://www.dol.gov/ilab>.

<sup>428</sup> Robinson, op. cit., 2001.

<sup>429</sup> Ibid.

<sup>430</sup> Poverty Reduction Fund of St. Lucia (2000) *Social Assessment Study 2000*: 81.

<sup>431</sup> OECS, op. cit., 2002: 34.

Caribbean countries. The tourism industry is also developing in St. Lucia, generating employment, which is also attracting economic migrants in the service industry.<sup>432</sup>

### ***Statistical data***

Specific data on human trafficking is not available in St. Lucia. The numbers of victims are anecdotal and concern few alleged victims trafficked for purposes of sexual exploitation. Currently, no data exists on the number of traffickers arrested or convicted in St. Lucia and the participants to this exploratory study were not aware of any cases.

### **National Survey**

A total of 28 national survey forms were completed at the IOM seminar held in Castries in June 2004. These forms intended to provide some conceptual information relative to the level of awareness of trafficking in persons in St. Lucia.

Of the total respondents, 71% were females, with the majority indicating that their place of employment was with a government organization (71%), an NGO (18%), a faith based organization (0.4%, one person), or part of the judicial system (0.4%). Among those who were government employees, 65% worked at the administrative level.

Of those who responded to the question “do you think trafficking in persons is a problem in your country,” 43% reported that they think it is a problem in St. Lucia (noting that the phenomenon had a limited incidence, but was growing). From this group, 58% indicated some awareness of victims in St. Lucia, with 71% feeling that victims were mostly women, and about 15% mostly girls, and 15% mostly children. No one was aware of men being victims of human trafficking. Respondents also reported that the majority of the victims fell in the 18 to 25 age group. Concerning the forms of exploitation, most of the answers (75%) indicated forced prostitution, 12.5% forced labour, and 12.5% domestic servitude.

In explaining and describing cases of human trafficking in the country, responses touched upon search for employment and economic improvements as push factors, but no specific trends were observed. Overall, the respondents seemed to have scarce information on specific cases but reported that alleged victims were foreign women, originating from the Caribbean region, naming Cuba, Trinidad, and Santo Domingo, Dominican Republic in particular.

Eighty percent of those responding indicated unawareness of cases of trafficking from St. Lucia to other countries. Among the 20% who responded in the affirmative, the explanation given was that human trafficking took place within the context of search for improved economic conditions and concerned mainly women lured by false promises.

### **Main Findings: Key Informant Interviews**

The following section presents an analysis of the 21 key informant interviews conducted by the research team. Human trafficking indications obtained in this preliminary study cannot be generalized, as the sample was small, unrepresentative, and the selection was

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<sup>432</sup> Government of St. Lucia (2001) *Vital statistics Report*, Department of Statistics.

purposive. The data collected through the interviews do not provide grounds for assessing the full scale of the problem. Nevertheless, the information obtained and presented in the following paragraphs suggests some human trafficking exists in St. Lucia. It also outlines a profile of alleged victims and offers some scenarios related to the trafficking process.

### **Awareness of the Types of Exploitation Occurring in St. Lucia**

Asked about their awareness of forced prostitution, forced labour, domestic servitude, or none of the above in St. Lucia the informants provided the following answers:

- Fifty-seven percent were aware of persons who had come to work in St. Lucia and had ended up in circumstances that were not what they had expected (but informants did not make the link with human trafficking).
- Fifteen percent knew about persons who had been forced to work in dangerous or poor conditions (but informants did not make the link with human trafficking).
- Forty-eight percent knew about forced prostitution or sex work. Some informants however, clarified that this was based only on hearsay and secondary information from a newspaper article relating the story of a woman from Santo Domingo.
- None knew about cases of forced labour or domestic servitude.
- Fifty-two percent knew none of the above mentioned / or did not answer.

### **Characteristics of the Phenomenon**

Out of 21 key informants, 13 saw a major link between the trade in human beings and sex tourism.<sup>433</sup> Several informants (6 of 21) indicated that the increase of “adult entertainment” and the “sex industry” in St. Lucia in the last two to three years was a major push factor for sex tourism and sexual exploitation; this is said to be patronized by both locals and foreign tourists.<sup>434</sup> Such perception is further accentuated by the development of the tourism industry, the entertainment industry, and the personal services industry, with all three being inter-connected.

### ***Trafficking for forced prostitution***

Ten of the 21 informants were aware of forced prostitution occurring in St. Lucia.<sup>435</sup> However, out of the ten informants who declared having some knowledge about the trafficking phenomena, three knew of cases only through media reports.<sup>436</sup>

Victims are reported by some key informants to be foreign women who have been promised work in clubs as dancers or waitresses.<sup>437</sup> Upon arrival in St. Lucia they are

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<sup>433</sup> Key informant interviews, St. Lucia.

<sup>434</sup> Key informant interviews, St. Lucia.

<sup>435</sup> Key informant interviews, St. Lucia.

<sup>436</sup> Key informant interviews, St. Lucia.

<sup>437</sup> Key informant interviews, St. Lucia.



usually told that they have to be involved in commercial sex. Three key informants felt that these women come from dire socioeconomic backgrounds, and are seeking to improve their living conditions and those of their families (i.e. children and other dependents).<sup>438</sup> Informants only knew about a few cases, primarily involving women from Santo Domingo (offered to be a dancer and whose mother tongue was not English) as well as from Trinidad and Tobago.<sup>439</sup> One case is also reported originating from St. Vincent.<sup>440</sup>

While the majority of the informants did not believe that men were exploited, six informants could however foresee the development of similar exploitation in the case of men, (i.e. for prostitution/paedophilia or associated with the drug trade).<sup>441</sup>

### ***Recruitment and transportation mechanisms***

Information gathered on mechanisms indicated two forms of recruitment. The first method is two-fold and uses agents. It was indicated as consisting of nationals from the Dominican Republic or Trinidad and Tobago, who recruit girls at home and arrange for their transportation to St. Lucia.<sup>442</sup> It was also mentioned by one key informant that agents from St. Lucia sometimes go to these countries to recruit in person.<sup>443</sup> The second form utilizes the internet through advertising employment opportunities on web portals.<sup>444</sup>

A couple of key informants indicated that the agents seem to be either receiving a fee for job placement, or to request/receive a part of the income generated.<sup>445</sup> No information, however, was gained in the course of the study about fees or organized cross-border networks. Some key informants listed transport modes to include passage by air and by sea.<sup>446</sup> In the case of air transport, tickets seem to be organized by an agent, the airfare being paid either by the agent or by the women themselves.<sup>447</sup> Two key informants mentioned that local persons in St. Lucia now wait for new recruits at the airport, facilitating a smooth entry into the country.<sup>448</sup> Among those “local persons,” one interview refers to police officers.<sup>449</sup>

According to three informants, several alleged victims of trafficking have been granted work permits under the “entertainment” category (that includes dancers, musicians, and singers).<sup>450</sup> The permit is typically applied for by a company, on behalf of an individual. Usually, two or three applications are introduced at the same time and granted for a

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<sup>438</sup> Key informant interviews, St. Lucia.

<sup>439</sup> Key informant interviews, St. Lucia.

<sup>440</sup> Key informant interview, St. Lucia.

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<sup>442</sup> Key informant interviews, St. Lucia.

<sup>443</sup> Key informant interview, St. Lucia.

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<sup>445</sup> Key informant interview, St. Lucia.

<sup>446</sup> Key informant interviews, St. Lucia.

<sup>447</sup> Key informant interview, St. Lucia.

<sup>448</sup> Key informant interviews, St. Lucia.

<sup>449</sup> Key informant interview, St. Lucia.

<sup>450</sup> Key informant interviews, St. Lucia.

period of one month.<sup>451</sup> According to one informant, many of the women under such work permits overstay, without indicating whether they were aware of the change in their status (i.e. the application being made by the ‘employee’).<sup>452</sup> The cost per application is EC \$400 and the renewal about EC \$100.

The informants provided little information on the status of the women employed in the “entertainment industry,” and in the strip clubs in particular, and therefore their migratory status remains unclear. In the absence of statistics it is not possible to assess how many worked within club premises without working permits at all.

### ***Methods of control***

Informants provided little information on the methods of control. Two informants refer to control through passport seizure, preventing women from leaving the country legally.<sup>453</sup> The ‘use of threat’ and the ‘restriction of movement’ are mentioned by a third key informant as methods of control.<sup>454</sup>

The fact that lodging is arranged by the “employer” and that women are sharing accommodations can be seen as a subtle way to place them under control as a group, while depriving them of privacy.<sup>455</sup> They are also advised not to seek contact with the local population.<sup>456</sup>

Informants also discuss suspicious behaviours they had observed, retrospectively analyzed as possible signs of exploitation. This includes seeing groups of four to five foreign young women (women from the Dominican Republic usually have heightened visibility in the community) appearing under the watchful eye, usually of a man.<sup>457</sup> Such practices are reported to be particularly noticeable in Gros Islet.<sup>458</sup>

### ***Organization of the trafficking process and beneficiaries***

To date, very little has been uncovered about those engaged in the trafficking of persons. Some informants suspect governmental officials of facilitating or tolerating human trafficking.<sup>459</sup> They also believe that the persons who are benefiting from these activities are persons in the entertainment industry, and club owners in particular.<sup>460</sup> According to one informant, clubs owners even benefit from the protection of police officers or retired police officers and are advised by lawyers.<sup>461</sup>

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<sup>451</sup> Key informant interview, St. Lucia.

<sup>452</sup> Key informant interview, St. Lucia.

<sup>453</sup> Key informant interviews, St. Lucia.

<sup>454</sup> Key informant interview, St. Lucia.

<sup>455</sup> Key informant interviews, St. Lucia.

<sup>456</sup> Key informant interviews, St. Lucia.

<sup>457</sup> Key informant interview, St. Lucia.

<sup>458</sup> Key informant interview, St. Lucia.

<sup>459</sup> Key informant interviews, St. Lucia.

<sup>460</sup> Key informant interviews, St. Lucia.

<sup>461</sup> Key informant interview, St. Lucia.

***Potential trafficking of St. Lucian women to Martinique***

Scarce information on potential trafficking of St. Lucians to other countries was gathered in the course of the interviews and in the absence of hard data it is difficult to substantiate human trafficking patterns. Only two informants knew about cases of St. Lucian women allegedly trafficked to Barbados and Martinique.<sup>462</sup>

One of those informants, going herself to Martinique to work on weekends, noticed several dealings that could suggest exploitive situations. For instance, she reported the tasks to be performed were not defined at the time of recruitment. Similarly, the wages were not substantiated and the employer requested discretion, advising their ‘employee’ not to talk with “strangers.”<sup>463</sup> According to the informant some women recruited under such settings could end up being exploited in domestic work, or in prostitution.

Two additional informants noted that St. Lucians, mainly women, are increasingly going to Martinique for employment purposes. One of the informants noted that children are also involved in seasonal trips (during the summer period).<sup>464</sup> It should be observed however that legal opportunities for employment exist in Martinique and that transportation between the two countries is easy through ferry connections. St. Lucian’s do not require visas to enter Martinique.

**Trafficking in Children**

Commercial sexual exploitation of children for purposes of prostitution or pornography in St. Lucia is reported by five informants. Of those, three informants mentioned sexual exploitation (prostitution and pornography); one the involvement of “local school girls” in the “entertainment business” without being more specific; and one trafficking for purposes of adoption.<sup>465</sup>

“Lots of school aged children [are] being recruited into prostitution rings. [They] attend school by day and prostitution by night. Some parents are aware of and condone the practice because of economic reasons.”<sup>466</sup>

“There is also a significant porno ring. Young girls are tricked into getting involved for money. [They] may be told that they have to dance or pose, then they have to do very explicit sexual acts or other things.” The informant stated that she has a list of 65 children involved in pornographic production.<sup>467</sup>

The existence of pornographic video is confirmed by a different informant who saw such a video and indicated the involvement of St. Lucian teenage girls.<sup>468</sup>

<sup>462</sup> Key informant interviews, St. Lucia.

<sup>463</sup> Key informant interview, St. Lucia.

<sup>464</sup> Key informant interview, St. Lucia.

<sup>465</sup> Key informant interviews, St. Lucia.

<sup>466</sup> Key informant interview, St. Lucia.

<sup>467</sup> Key informant interview, St. Lucia.

<sup>468</sup> Key informant interview, St. Lucia.

In addition, cases involving the trading of children for adoption purposes were briefly discussed by one informant, allegedly involving impoverished families living in rural communities.<sup>469</sup> The informant mentioned two cases where parents received money in exchange for their children who were sent to Canada and the US, purportedly for adoption. The informant however did not provide specific information about the number of children affected by such practices.

### ***Key informant concerns***

These interviews provided a platform to express rising concerns that will hopefully serve as a basis for designing more specific interventions.

Scarce economic opportunities are viewed as a root cause of vulnerability to human trafficking. The lack of adequate and legitimate economic activities can make prostitution a perceived lucrative activity, *de facto* implying that without general amelioration, the sex industry and its likely correlation, sexual exploitation, are likely to grow. While prostitution is legal in St. Lucia (procurement being illegal), the boom in the entertainment industry in the last two to three years, resulting in an increased number of strip clubs in particular, is perceived by some informants to be contributing to an environment which favours the development of sex tourism in St. Lucia.<sup>470</sup> Though there are no available disaggregated statistics on the number of work permits issued yearly by the Ministry of Labour, concerns were raised by an informant about a reported increase in the number of applications issued under the “entertainment category.”<sup>471</sup>

Addressing the trafficking phenomenon requires awareness and training to identify victims and investigate potential cases. Some informants raised concerns about the preparedness of law enforcement in tackling human trafficking. Such informants noted that immigration officers needed specialized training in order to raise their awareness and develop appropriate responses.<sup>472</sup> Another issue related to law enforcement concerns the perception by some informants of a certain amount of collusion between high ranking officials and perpetrators.<sup>473</sup> It is “difficult to tackle the issue because persons involved are connected to top officials in government who are then able to silence those who speak out or act against trafficking in persons.”<sup>474</sup>

### **Media Review**

A media review was undertaken by the researcher to evaluate the St. Lucian media’s understanding and coverage of trafficking in persons and to identify the reported issues and trends. Local media such as the *Star* newspaper and the television show *Talk* seem to have contributed to bringing human trafficking for purposes of sexual exploitation into the open. The researcher came across two articles and a radio report relative to human

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<sup>469</sup> Key informant interview, St. Lucia.

<sup>470</sup> Key informant interviews, St. Lucia.

<sup>471</sup> Key informant interview, St. Lucia.

<sup>472</sup> Key informant interviews, St. Lucia.

<sup>473</sup> Key informant interviews, St. Lucia.

<sup>474</sup> Key informant interviews, St. Lucia.

trafficking in the course of June 2004.<sup>475</sup> In particular, Rick Wayne wrote an article about a young woman whose situation suggested that she was trafficked for the purpose of prostitution, which appeared to have been an important medium for raising awareness on the issue.

### **Current Government Response**<sup>476</sup>

As described by Robinson, “the activity (generally invisible); the strategies implemented to prevent and combat human trafficking remain timid in their approaches, and efforts beyond public education are largely uncoordinated.”<sup>477</sup>

### ***Legislation***

There is no legislation in St. Lucia specifically addressing trafficking in persons, nor official acknowledgement that it exists. However, the Constitution prohibits slavery, servitude, or forced labour (except for labour required by law, court order, military service, or public emergency). In addition, there are various acts which deal with offences such as forced labour, child labour, and forced prostitution. These include:

- i) The Employment of Women, Young Persons, and Children Act (setting 14 years as the minimum age for employment, 18 years in industrial settings, and prohibiting night work for children under 16 years).
- ii) The Criminal Code bans the procurement of women and girls for prostitution, as well as the abduction of any female for the purpose of forced sexual relations.
- iii) Hazardous work is not defined in a single law, but is covered through a combination of legislation and regulations.

When asked to mention St. Lucia’s country laws addressing practices such as forced labour and forced prostitution, nine of the respondents from the national survey and from key informant interviews noted that their country had provisions in the law to address such issues but stressed that they had to be enforced.<sup>478</sup> For instance they believed that the existing law, especially regarding sexual offences could be used more effectively to tackle sexual exploitation, particularly the provisions regulating brothels.

St. Lucia has also ratified a number of related international conventions which cover equality for migrant labour, forced labour, child labour, and the treatment of women. St. Lucia has not signed the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime. Please see the related legal review for a more in-depth analysis of St. Lucia’s current legislative framework.

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<sup>475</sup> *Monday Star*, Various articles, Star Publishing Company, 18 June 2004; *Caribbean Online*, “More Calls for Reform in Sex Laws,” Brief-Former minister lends her voice to the calls for change, 29 June 2004, Available online at: <http://www.afiwi.com>; and *BBC Caribbean Radio*, Report aired 28 June 2004.

<sup>476</sup> The information in the following sections is compiled from ongoing IOM programmes, literature and statistical reviews, national survey responses, and key informant interviews conducted during this research.

<sup>477</sup> Robinson, op. cit., 2002.

<sup>478</sup> Key informant interviews and national survey respondents, St. Lucia.

Various government ministries and departments were identified as those which could be approached if a problem is identified or those which work with at risk persons. Those identified are by key informants and national survey respondents include the Ministry of Health, Human Services, Family Affairs and Gender Relations; the Ministry of Home Affairs (police and immigration) and the Family Court.

In addition, St. Lucia does have possible mechanisms that could be used in its counter-trafficking efforts. The Family Court has jurisdiction over cases of domestic violence and crimes against women and children, and the provision of specialized training for police officers responsible for investigating rape and other crimes against women. Additionally, the establishment of a special unit to deal with domestic violence has created cooperation mechanisms between the Ministry of Home Affairs and the Ministry of Health, Human Services, Family Affairs, and Gender Relations which could serve as a model in addressing human trafficking.

### ***Partnership***

In February, 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including St. Lucia. The project consists of three key elements: applied research, information and awareness-raising and capacity building, and relies on the strong on the ground partnership with the Ministry of Health, Human Services, Family Affairs, and Gender Relations, as the primary point of contact. The project, in partnership with the Director of Gender Relations, held two targeted training and capacity building sessions. The first, held in June 2004, trained 45 participants representing government agencies, non-governmental and faith based organizations, media and other key stakeholders. A second, technical two-day training was held in September 2004, training 23 from the original seminar and continued to focus in more depth on developing a practical response in community awareness-raising and information campaigns. The project is currently finalizing a regional information campaign which will, in partnership with the Ministry, other government agencies and community partners, support the efforts within St. Lucia to raise awareness on the issue of human trafficking using a variety of information campaign tools. The project is also hosted a regional meeting in March 2005, bringing in government and civil society participants from St. Lucia, as well as all Caribbean countries, to begin developing a regional plan of action for the Caribbean.

### **Current Non-Governmental Response**

When asked which organizations were providing assistance services to alleged victims of trafficking, the majority of the respondents from the national survey and key informant interviews admitted little knowledge. However, several named women's organizations as potential organizations that could provide assistance in the area of trafficking in persons.<sup>479</sup>

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<sup>479</sup> Key informant interviews and national survey respondents, St. Lucia.

NGO actors able to address the issue of human trafficking include, to some extent, organizations attempting to address the situation of women and children in St. Lucia, including LuSave, the Women's Crisis Center, and the National Organization for Women. The main constraints faced by all of these organizations pertain to staffing and training, and to the necessity to secure appropriate levels of funding.

### **Conclusion**

Despite the limited sample of this exploratory study, and the anecdotal status of most evidences gathered in the course of the research, the sum of the information contained both in the key informant interviews and the national survey forms tend to point at the emergence of human trafficking in St. Lucia.

While the majority of the key informants do not believe that trafficking in persons is a significant problem in St. Lucia, they tend to acknowledge that human trafficking is a growing concern and has an affect upon under-aged children, and public health issues such as HIV/AIDS, and is being fuelled by scarce economic opportunities. Furthermore six of the key informants believed that the recent increase in night clubs and strips clubs was creating a demand for sex tourism.<sup>480</sup>

Cases of trafficking in persons are reported by some key informants as occurring within the country, primarily involving foreign women for purposes of sexual exploitation. Informants are also aware of anecdotal information concerning the commercial exploitation of children for purposes of prostitution, pornography and adoption.

The exploitation of children for purposes of prostitution and sexual exploitation features in the literature review, remaining largely undocumented, and is also addressed in the interviews. It is worth remembering that children under eighteen years of age cannot, according to international standards, give valid consent, and any recruitment, transportation, transfer, harbouring or receipt of children for the purpose of exploitation is a form of trafficking, regardless of the means used.

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<sup>480</sup> Key informant interviews, St. Lucia.





## **Suriname**

### **Main Findings: Literature and Statistical Reviews and the National Survey**

#### ***Poverty and social inequality***

According to United Nations Development Programme (UNDP), 53% of the Surinamese population lives in poverty.<sup>481</sup> It is important to recognize that poverty does not only encompass low income, but is also reflected in inadequate access to resources and opportunities, such as literacy, proper nutrition, and protection from child labour.

#### ***Legal minimum wage***

Suriname does not have a legal minimum wage system and wages are fixed after negotiations between the employer and the union. Overall, supply for low and unskilled labour exceeds the demand in the Surinamese labour market.

#### ***Domestic work***

Paid domestic work, largely performed by women, is mostly informal, barely visible, undervalued, and largely unprotected. Because it is one of the most hidden forms of work and is undertaken in isolation in private premises, researchers have not focused on this area. There is no specific law or regulation for domestic workers in Suriname and most do not have employment contracts, making them even more vulnerable to exploitation.

#### ***Child labour and child work***

The Labour Law in Suriname states that children below 14 years of age should not work, unless in a family agricultural setting. Children below 15 years of age should not work on fishery boats (i.e. Sea Fishery Decree). Defined by law, “young persons” between 14 and 18 years of age, should not do hazardous work or work night shifts.

In a Rapid assessment in the situation of children in mining, agriculture, and other worst forms of child labour in Suriname the ILO describes “child labour.” According to ILO, “child labour” is “work that becomes a necessity that deprives of education and social development and harms the child’s safety and health and/or is likely to offend a child’s morality and dignity.”<sup>482</sup> Based on these descriptions, 54% of the children interviewed in the course of the study were “child labourers.”<sup>483</sup> The research did not find any sustained indications for the use of children in forms of slavery or bondage and was not able to verify independently the NGO Stichting Maxi Linder Associate’s (SMLA) report on the exploitation of children for sexual exploitation. It is however “not unthinkable that a

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<sup>481</sup> United Nations Development Programme (UNDP) (2001) “Sustainable combat against poverty in Suriname,” Paramaribo, March.

<sup>482</sup> Schalkwijk, Marteen and Wim van den Berg (2002) *Suriname, the Situation of Children in Mining, Agriculture and the Worst Forms of Child Labour: a Rapid Assessment*, ILO Subregional Office for the Caribbean, Port of Spain, November: 11.

<sup>483</sup> In the course of the research, 169 children, 52 parents and 99 key persons were interviewed (320 total).

further decline of Suriname's economy may trigger more activities by children in this sector."<sup>484</sup>

According to the study, poverty and the size of households are the leading causes of child labour. While the average household size in Suriname is 4.1 persons, the households with working children average 6.7. In addition, the ILO research found that 85% of the working children had repeated a class or were school dropouts.

Finally, the ILO findings illustrate that child labour encompasses gender, ethnic, and geographic biases. First, boys are predominantly involved in "visible" child labour in gold digging, fisheries/shrimp, rice production/processing, hustling, construction, and boat transport. Girls are more involved in less visible sectors such as domestic work and sexual exploitation. Second, Maroons are over represented as a proportion of child labourers (they comprise 43%).<sup>485</sup> Within this ethnic group, which strongly relies on a subsistence economy, it is commonly accepted that children work and contribute to the income of the family. Third, the lack of educational opportunities in the interior districts may result in large groups of illiterate and unemployed persons who migrate to the capital.

There is also a more recent publication that reports that children are being abused as domestic workers and as street workers.<sup>486</sup>

#### ***Forced/arranged marriage***<sup>487</sup>

In a recent publication, *Schmeitz*, there were documented cases of forced or arranged marriages involving young Surinamese girls who were living in a shelter. "There was a case of a girl of fifteen who has been sold to a Muslim that has donated a large amount to the parish. There were Muslim and non-Muslim men from the Netherlands who came to pick up a bride, and they donated large amounts to the parish. In 2000, three girls were married under the age of fifteen."<sup>488</sup>

#### ***Commercial sex work in Suriname***

According to the Surinamese Penal Code, prostitution by itself is not a criminal offence. "It is the promotion of female indecent behaviour with obvious sexual provocation, which is prohibited by law." This implies that street and club based commercial sex and brothels are in fact prohibited. In reality commercial sex work is tolerated through regulation and licensing of nightclubs. Rules and *ad hoc* agreements regarding visas, work permits and regular medical examinations- i.e. examinations for sexually transmitted diseases (STD) - are in place for commercial sex workers employed in clubs.

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<sup>484</sup> Schalkwijk and van den Berg, op. cit., 2002: 105.

<sup>485</sup> Maroons are decedents from those who escaped slavery in Guyana and the West Indies in the 17th and 18th centuries.

<sup>486</sup> Bakboord, Carla (2004) *Ook ik heb recht op een veilige plek*, Paramaribo, March.

<sup>487</sup> While the legal definition of 'child' varies throughout the Caribbean, it is important to remember that by the international standards used for this research, those under the age of 18 are considered children. Please see the section on trafficking in children in the Cross-Country Analysis for more information about how children are defined as victims of trafficking.

<sup>488</sup> Schmeitz M. (2002) *Wie staat op voor mijn recht*, Paramaribo, January.

In a recent study on commercial sex work in Nickerie, the Foundation ProHealth found that 80% of the sex workers have children and most of these women are involved in commercial sex work to earn a living.<sup>489</sup>

Clubs involved in commercial sex are obliged to register at the Dermatological Service, under the Ministry of Health, which is in charge of the control of sexually transmitted infections (STI). Clubs which do not conform to these guidelines can be closed by the Military Police.

According to a study completed by Maxi Linder (SMLA) in 1999, most clubs are recruiting only foreign women, primarily coming from the Dominican Republic, Brazil, and Guyana. Two clubs also employed women from Colombia and Venezuela. At the time of the study, SMLA was able to record forty registered and licensed nightclubs in Paramaribo. The study highlights a high turn-over among the “employees,” rotating every three to six months; the most popular club accounting for nearly 80 women. For some of these women, Suriname is described to be a springboard to the Netherlands.

The link between commercial sex work and foreign women is underlined in a more recent *ProHealth* report.<sup>490</sup> It states that in the clubs in Nickerie, the majority of the sex workers are foreign (93%), of whom 44% were Brazilian, 29.5% Guyanese, and 18.5% Dominican. The report shows that in 2002, 52 clubs were registered.

The following statistics received by the *National HIV/AIDS programme* provides a broad overview of the clubs currently registered in Suriname in 2004:

**Overview commercial sex workers in the period January- December 2004**

Clubs	Number of CSWs	Dominican	Brazilian	Guyanese	Surinamese
Aventura	30	0	29	1	0
Bulldog	28	1	27	0	0
Condor	48	0	48	0	0
Diamond	136	11	125	0	0
Manilla	29	0	29	0	0
Mundial	9	0	9	0	0
Relax	198	166	30	1	1
Stone Bar	13	2	11	0	0
<b>Total</b>	<b>491</b>	<b>180</b>	<b>308</b>	<b>2</b>	<b>1</b>

Source: National Aids Programme

In the absence of thorough investigations and outreach to these sex workers, it is impossible to determine how many of these women might fall under the definition of trafficking in persons as defined in the UN Protocol. There are strong suspicions that

<sup>489</sup> Playfair P., J. Terborg, and S. Ramdas (2004) “HIV/AIDS and Commercial Sex in Nickerie,” ProHealth, Paramaribo, May: 18.

<sup>490</sup> Ibid.

commercial sex work and trafficking in persons are linked and operate in parallel, but the extent of such practices remains to be more thoroughly investigated.

***Commercial sex and trafficking in persons in the mining areas***

The SMLA and the Anton de Kom University of Suriname conducted research which was published in 2000 examining the link between gold mining and commercial sex in the rainforest in Suriname.<sup>491</sup> It assesses the association in the eastern part of the country and indicates that gold mining and the sex industry are closely associated - driven by a high demand for sexual services and the scarcity of women in most of the mining areas. The researchers interviewed Surinamese, Guyanese, and Brazilians, including both teenage and adult prostitutes. For the purpose of the study, sex work was classified by where or how the woman provided her services.

The study reveals the following categories: (a) working in a club; (b) giving sex to miners on credit, (c) working in women's camps; (d) selling sex as a secondary job, and (e) being a local sex worker in a Maroon village. Trafficking was alluded to in the article in the second and fourth categories, "providing sex on credit" and "selling sex as secondary job." While some women sell sex willingly as an addition to selling goods or being a cook, others are lured and forced. Mine foremen recruit these women to be cooks and to perform household tasks. When they arrive at the camps they learn that sex work is part of their job.

Providing sex work on credit creates slave-like conditions for the sex workers. These women often consisted of Brazilians who were recruited by foremen, who pay their travelling costs. These women must perform sex acts in order to pay back these costs. Once this was paid back, they get a meagre salary. Miners do not have to pay women at the time of the service; they are allowed to pay at the end of their contract. This suggests that women are attached to the mines in order to receive money for services and that they are not free to depart.

**National Survey**

Due to the limited number of completed surveys returned, there is no breakdown of the information obtained. Please see the section on Suriname's country specific data collection, including limitations, provided in Appendix D for further information.

**Main Findings: Key Informant Interviews**

The following section presents an analysis of the findings from the 30 key informant interviews. It is important to recall that this research was an exploratory exercise designed to gather preliminary information. Human trafficking indications obtained in this study cannot be generalized, as the sample was small, unrepresentative, and the selection was purposive. While insisting on the existence of exploitation (all key informants being familiar with some exploitive situations concerning women, children or

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<sup>491</sup> Antonius-Smits, Christel C.F., et al. (1999) "Gold and Commercial Sex: Exploring the Link between Small-scale Gold Mining and Commercial Sex in the Rainforest of Suriname," in Kamala Kampadoo (Ed.), *Sun, Sex and Gold, Tourism and Sex Work in the Caribbean*, Rowman & Littlefield Publishers, Inc., Lanham: 237-262.

men) the informants were not necessarily clear on the definition of human trafficking in the course of the interviews. Nevertheless, the information obtained clearly indicates of the existence of human trafficking in Suriname and offers insight into the trafficking process.

***The link between migration, irregular migration, and trafficking in persons***

Trafficking, migration, and smuggling are distinct but interconnected issues. It is very difficult to assess the number of irregular migrants coming into or going through Suriname. An irregular migrant is defined as “someone who owing to illegal entry or the expiry of his or her visa, lacks legal status in a transit or host country. The term applies to migrants who infringe a country’s admission rules and any other person not authorized to remain in the host country.”<sup>492</sup>

Suriname shares many miles of borders with Brazil, Guyana, and French Guyana, and a coastline on the Atlantic Ocean. Many key informants noted that these borders are largely un-patrolled and provide multiple levels of access. Chinese, Guyanese, and Brazilians are believed to be the most represented irregular migrants in Suriname.<sup>493</sup> Brazilians do not need a visa to enter Suriname, therefore they come in legally but some overstay and end up in irregular status.

Also, while the involvement of Brazilian women in the sex-industry is documented, available information does not focus on the status of these women or on the recruitment process. One key informant stated that hundreds of Brazilian women have been involved in the sex industry in Suriname.<sup>494</sup>

The Department of Working Permits for Foreigners of the Ministry of Labour and Police is responsible for issuing work permits. Each employer who wants to hire a foreigner needs to apply for a work permit on behalf of their employee or face a fine of SRD 500 (almost USD 200). Work permits are issued for a specific type of employment and cannot be used for any other type of work.

According to statistics provided by the Ministry of Labour, the following visas were granted in 2003 to female workers from the following countries: Colombia (one); the Dominican Republic (two); Brazil (eleven); and Guyana (sixty).<sup>495</sup> These scarce numbers are in contradiction with the estimates provided by several activists (from *ProHealth* and Maxi Linder) and the statement that most of the commercial sex workers in Suriname are foreign women. These numbers seems to indicate that a significant number of foreign women do not have legal status while in Suriname and are therefore much more vulnerable to exploitation. It should be stressed however that there is no automatic link

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<sup>492</sup> International Organization for Migration (IOM) (2004) “Glossary on Migration,” *International Migration Law*, Geneva.

<sup>493</sup> Reported by all key informants interviewed using the semi structured questionnaire from Category B, Suriname.

<sup>494</sup> Key informant interview, Suriname.

<sup>495</sup> Ministry of Labour, Technical Development and Environment (2003) “Statistics on issued working permits segregated by gender over the year 2003,” Work Permit Department. Visas are issued by the Ministry of Foreign Affairs and work permits by the Ministry of Labour.

between foreign women applying for a working visa and their involvement in commercial sex activities.

### **Awareness of the Types of Exploitation**

Trafficking in persons in Suriname is first and foremost reported by key informants as occurring within the country and involving foreign women and girls for purposes of sexual exploitation. Anecdotal cases involving Chinese community members for purposes of forced labour by means of debt-bondage have also been reported.

#### ***Trafficking for purposes of sexual exploitation***

While all key informants were aware of a few cases in which young women have been lured and coerced into sexual exploitation, these cases were believed to only concern foreign women attracted by wealthier economic opportunities compared to the opportunities in their own country/region of origin. Out of the 30 key informants, five identified the same case of trafficking for sexual exploitation: the fate of four Dominican women lured into Suriname in the course of the year 2002 and forced to work in the sex industry.<sup>496</sup> A few other cases referred to as trafficked victims involve women from Guyana and Brazil.

Young persons come from large and poor households and have limited educational background (mainly primarily education); they are often single mothers. Many are driven by poor economic conditions and are searching to improve their incomes or the incomes of their families by accepting positions abroad. They might even have faced exploitive conditions previously, but after returning home will again take risks and migrate, searching for other opportunities to earn income. Because of extremely precarious living conditions, they are either not aware of the extent of the exploitation they are going through or will accept their enrolment into commercial sex or other exploitative activities driven by economic imperatives. As reported in three interviews, they may have been deceived once but because of lack of any opportunities they continue to stay, going back and forth to the clubs.<sup>497</sup>

#### ***Children***

According to two key informants, (it also common knowledge in Suriname) it used to be common in Suriname for children from the rural areas and the hinterland to be raised by families in the capital.<sup>498</sup> There is the idea that these children would have a better life and education in the capital. These children were called “kweekjes.” They are typically poor children from rural areas and the hinterland, and children of large, poor families in the city.

Today there is not as much of this kind of migration of children within Suriname, as there are primary schools in the interior and the district. When children want to go to high school, they leave the hinterland and the districts to live with families or in shelters in the

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<sup>496</sup> Key informant interviews, Suriname.

<sup>497</sup> Key informant interviews, Suriname.

<sup>498</sup> Key informant interviews Category E, Suriname.

city. However, according to the Youth Department of the Police and eight key informants, children are still being abused as domestic worker or as street workers.<sup>499</sup>

Children in vulnerable circumstances are at risk of becoming victims of exploitation and human trafficking. According to two key informants, young children are working in the sex industry in the gold mines.<sup>500</sup> Another alleged that there was a case of children living in a children's shelter that were sold to foreigners by the department of Family Judicial Affairs.<sup>501</sup> According to one informant, children are being sent abroad, and believes that once they are they are abroad they are being sold. He could not substantiate this information.<sup>502</sup>

Some informants noted concerns about the administration of a children's shelter Police were conducting an investigation regarding Surinamese children who are illegally transported to Curaçao. It seems that the so-called parents in Curaçao get legal status over the children with documentation stating that they are the biological parents. At the time of this research, the investigation was still on going. The informants believed that those with knowledge about the case afraid to talk. The police had to drop the case of contested adoption because of the lack of evidence. Suriname and Curaçao are cooperating on this case.

### ***Recruiting methods***

According to six informants most recruiters come from the countries of origin of the victims and have a link with families from their respective country.<sup>503</sup> These families help recruit the victims. They are recruited by their countrymen in collaboration with Surinamese "helpers," club owners, or entrepreneurs.<sup>504</sup> For example, someone from Suriname goes to Brazil, Columbia, or the Dominican Republic to recruit girls. Once recruited, the ticket is paid for in Suriname and the club owner in Suriname arranges the visa. Some commercial sex workers help recruit other girls, by telling them that they will earn a lot of money. The recruiter/commercial sex worker receives a payment per girl they recruit.

According to one informant with respect to the Haitians, there is a specific agency that is allowed to apply for visas.<sup>505</sup> In collaboration with a travel agency they sell the tickets. This key informant alleged that this was a result of the policy of consular affairs. The belief is that obstacles are created for some groups who apply for visas, and because of these obstacles people are forced to apply for visas through middlemen.

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<sup>499</sup> Key informant interviews, Suriname.

<sup>500</sup> Key informant interviews, Suriname.

<sup>501</sup> Key informant interview, Suriname.

<sup>502</sup> Key informant interview, Suriname.

<sup>503</sup> Key informant interviews, Suriname.

<sup>504</sup> Helpers are persons who are involved in the chain of recruiting, transporting and harbouring, accommodating, and exploiting.

<sup>505</sup> Key informant interview, Suriname.

### ***Consequences***

The recruits are either brought legally into Suriname, using documentation or smuggled through one of the various “backtrack” paths.<sup>506</sup> Those with no legal status are more vulnerable and could be imprisoned, with no access public health services. It is argued by some that persons in prison who need medical attention would receive it, regardless of legal status. In addition they will have to use the same mechanism to return home and might not have the resources to organize it on their own, leaving them at the mercy of their recruiters.

The following information stems from direct interviews conducted by the research team with two victims of trafficking. These cases involved young girls, who were offered work in the entertainment industry in Suriname, deceived and told that they would have to engage in sex work and through various forms of control, are prevented from leaving. These are representative of the recruiting methods used in trafficking persons for the purpose of sexual exploitation.

This case involves the story of a 16 year-old Guyanese girl who comes from a poor family of eight children, of which she is the seventh child. She briefly attended primary school and has a child of two years old. When she lived in Guyana she helped her mother with cleaning and brought laundry to customers. When her father lived with them, they were exposed to domestic violence.

She was recruited by a girlfriend to go to Suriname. Her friend told her that she would be dancing and singing in a club and would earn lots of money. The transportation was arranged; she travelled by airplane. A friend of her girlfriend took them to the airport. She was treated well and was not concerned about her safety. She could not see if there was any interaction among the officials as she walked behind the other girls.

Circumstances turned out to be different than promised and now she has to have sex with customers, mainly men, but sometimes the customer is a woman. According to her the women are much nicer and they pay more. She thought she would be sending US\$300 home each month. She was told that she would have her own room, but now she is living with two other girls. In the morning they are at their room or they are going for a walk. They had contact with others. From eight o'clock in the evening they have to be ready and go to the bar. They also had to go to the Dermatological Service. With respect to control she says: “No one has to beat me or threaten me. I know that my family needs the money, so I know that [I] have to work. Maybe I do not have to work any longer, because a Chinese man that loves me very much wants to marry me.”

The club owners paid everything for them. But they had to pay off the debts. But there were so many other things that needed to be paid for such as the room and food, and they have to buy beautiful clothes, which are very expensive. Now she does not earn very much. She thinks that when the debts are paid off she will earn more. Sometimes she was paid less and sometimes half of the money, especially when she went to the doctor.

<sup>506</sup> Entry into the country illegally via the border with Guyana, typically by foot or by boat.



According to the young woman she was not being restricted in her freedom of movement. The living circumstances are the same as the first time she came to Suriname. This is her third time. Everywhere she wanted to go to and it was not far, they would take her. Her passport was being kept in a safe deposit so that she does not lose it.<sup>507</sup>

This case involves the story of a 15 year old Guyanese girl. She attended primary school until the fourth class. She has no working experience in Guyana. She had seen her uncle or nephew hit their spouses, but not often. She came to Suriname with her aunt. Her family told her that living in Suriname with her aunt is better then living in Guyana, and that she would be helping her aunt, selling goods. She did not know how much she would earn. They paid everything for her and arranged everything. They said that she would only have to take care of her aunt's family.

Now she has no other income than what she receives from providing sex services. She works at two locations (commercial sex) did not sign a contract and helps her aunt take care of the family. The money she earns during the days she works for the woman, who arranged for her to come to Suriname, goes to that woman. If she goes on the street with her aunt she gives the money to her aunt's friend. She has no contact with her family in Guyana, but she wants to go back to her grandmother.

She came through backtrack and did not use a visa. She has no documents and is dependent on the people who brought her to Suriname through backtrack. If she wants to leave the country, she has to leave in the same way. During the transportation she was treated well and was not concerned about her safety as so many people take backtrack. They left Guyana with the public transportation till the border and then took a private boat, and then again used the public transportation.

She is not aware of the interaction among officials, but when she arrived in Paramaribo a woman had arranged everything. And now she also has to work in that woman's house. In the morning she can sleep late a little bit, but she has to help her aunt with housekeeping and at seven o'clock she has to go on the street and prostitute herself. She also works in two clubs. She does not have much contact with others. Her aunt tells her that clients do not like it when she knows a lot of people. She has no access to the health services; she has only taken a test regarding HIV/ AIDS. She is not being hit. She knows that if the police know that she came to Suriname through backtrack, she will be locked up in prison. She can go everywhere, but her nephew or her aunt's friend always escorts her, because she does not know Suriname well enough.<sup>508</sup>

### ***Trafficking for purposes of labour exploitation***

In the course of this research, two forms of labour exploitation regarding migrants were found. The first involves migrants who negotiated a loan to enter Suriname. Upon arrival

<sup>507</sup> Key informant interview, Suriname.

<sup>508</sup> Key informant interview, Suriname. All researchers were instructed to contact IOM if any victims or possible victims of trafficking were found in the course of their research in order to ensure an immediate response. IOM was not contacted for assistance in this case.

they are forced into debt bondage until their debt is paid. The debt is often difficult to pay, as the “bosses” regularly add other costs in addition to the original debt. Once the debt has been paid, they are free to go their own way. This is believed to mostly count for Chinese nationals. Another form is when migrants are forced to work in Suriname. Here there is no debt; they were just transported to work.

Two years ago a recruiter (a hired man) from Thailand recruited a group of Chinese prisoners. The informant did not know how they entered Suriname. They worked in forestry. These men (only men) had to work seven days a week till late in the evening. They did not have one day to rest. They were not allowed to leave the camp and not allowed to speak with anyone outside of the camp. They lived in horrible barracks. They received food and drinks. According to the informant, in the evening small airplanes landed at the camp. The respondent never saw what happened but assumed that drugs were smuggled.

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The research team attempted to speak with government officials who worked in the above mentioned area, but heard from ‘a source’ they were afraid to talk. One informant believed that the Chinese men are not there anymore and the company they worked for no longer exists.<sup>510</sup>

According to one key informant, Suriname is considered a paradise by some.<sup>511</sup> Many informants believed that the Chinese, Haitians, the Dominicans, and some Brazilians are used to working under bad circumstances.<sup>512</sup> The informants believed that the circumstances in their home countries are so difficult that some may not identify themselves as exploited in Suriname. However, three of these informants said, reflecting on their own standards and ethics, based on international treaties and national legislation, these men, women, and children are being exploited.<sup>513</sup> One respondent said that one should not expect to see people who are working, chained, violated and/or threatened with a harpoon.<sup>514</sup>

### ***Recruiting methods***

It was mentioned by two informants that Chinese nationals enter Suriname through an organized network that provides transportation, documentation (i.e. passport to exit the country of origin and visa to enter Suriname), lodging, and employment.<sup>515</sup> All these services have to be repaid through work and these individuals are *de facto* bonded to their benefactor. These debts in some cases are difficult to pay off as living costs are advanced by the “boss” at prohibitive rates. A knowledgeable informant reports that a typical fee is

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<sup>509</sup> Key informant interview, Suriname.

<sup>510</sup> Key informant interview, Suriname.

<sup>511</sup> Key informant interview, Suriname.

<sup>512</sup> Key informant interviews, Category B and Category E, Suriname.

<sup>513</sup> Key informant interviews, Suriname.

<sup>514</sup> Key informant interview, Suriname.

<sup>515</sup> Key informant interviews, Suriname.

USD 10,000-25,000 to Suriname and between USD 30,000 - 40,000 to be smuggled into Canada, the United States, or the United Kingdom.<sup>516</sup>

### ***Consequences***

These persons have to work some years in order to repay their initial debt and are just receiving lodging and food. Law enforcement investigations into these migrants' settlements show that they are living in extreme conditions; 30 persons sharing one room, one bath and one toilet. They can also face situations whereby a middleman coordinates their work and collects the wages.<sup>517</sup>

Three informants believed that many of the labourers do not hold identification documents and all are afraid to speak about their working conditions and the way they entered Suriname.<sup>518</sup> Those temporarily staying in Suriname are thought to have no choice other than to work to provide for their daily bread.<sup>519</sup>

### ***Domestic Work***

Paid domestic work, largely performed by women, is barely visible, undervalued, underwaged and unprotected. Because it is one of the most hidden forms of work and is undertaken in isolation in personal residences, often with unrecognised unseen labour, researchers have had relatively little access to this area. In one key informant interview with a historian, the belief is that it has improved considerably from earlier days.<sup>520</sup> Now if a domestic worker has a complaint about an employer, the worker can file a complaint at the Ministry of Labour.

However, there are no specific laws or regulations for domestic workers, and most domestic workers do not have an employment contract, making them more vulnerable to exploitation. With respect to domestic worker exploitation, one key informant expressed concern for boys and girls of poor families.<sup>521</sup> The research team could not trace any specific cases related to domestic workers. Informants did not see trafficking in persons in relation to domestic work.

### ***Trafficking in persons in relation to drugs trafficking***

There were a variety of statements regarding this topic. According to four informants, they assume that there is a link as Suriname is a transit port for drugs.<sup>522</sup> According to many informants, Surinamese nationals living in the Netherlands are offered tickets to Suriname to visit their families.<sup>523</sup> The ones that offer those tickets are often families or boy-friends. Once they arrive in Suriname they are controlled and are forced to "bring something" back to the Netherlands. Sometimes they know it is drugs and sometimes

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<sup>516</sup> Key informant interview, Suriname.

<sup>517</sup> Key informant interview, Suriname.

<sup>518</sup> Key informant interviews, Suriname.

<sup>519</sup> Key informant interview, Suriname.

<sup>520</sup> Key informant interview, Suriname.

<sup>521</sup> Key informant interview, Suriname.

<sup>522</sup> Key informant interviews, Suriname.

<sup>523</sup> Key informant interviews, Category B, Suriname.

they do not know. As these victims land in a circuit of criminality, there are multiple forms of threat if they do not cooperate.

“A drug dealer seduces young women and becomes their boyfriend. He invites them to come to his residence, treats them well and tells them that she can bring along her girlfriends and they do lots of nice things. After some functions he gives them a little bit of coke to sniff or to drink something that makes them high. Together with his friends they are having wild perverse sex. In the meantime everything is being recorded on video. The girls are not aware of it. The next time he invites the girls and tells them that they have got to have sex with other men (business associates of the drugs dealer. The girls are part of the deal). When the girls refuse, he shows them the tapes and tells them that he will show it to their parents and to others. As they were high during the sex scenes they did not know what kind of sex they were having. The girls are afraid; they are being forced to have sex with the associates of the drugs dealer.”

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According to the one key official, drugs are related to human trafficking, but they do not have data.<sup>525</sup> The informant believed that it is possible that people are being forced to swallow drugs, although this is not so for the majority of the cases.

### *Concerns*

This section focuses on the concerns raised by the research team and some of the 67 informants who participated to this research study.

Firstly, researchers observed during the course of the study that the key informants were not able to clearly define trafficking, smuggling, exploitation, and commercial sex work and that they often did not perceive the differences between these terms.

Secondly, a number of informants believe that trafficking in persons in Suriname (while admitting not knowing its extent) benefits directly or indirectly from official support and/or involvement. For instance, the club owners applying for visas for their new recruits are almost always granted such documentation even though it is believed that these women will be involved in commercial sex work.<sup>526</sup> The flexible implementation of the legal provisions ruling commercial sex work activities leave most of the visa delivery, the sanitation controls, and the enforcement of the Penal Code to the discretion of high-ranking officials. In general, corruption is believed to be occurring in the process of visa issuance.<sup>527</sup> Overall, the social frame of the “trafficking ring” needs to be broad enough to comprise persons who can arrange or provide for visas, identification documents, modes of transportation (official or unrecognized), finances, and other necessities.

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<sup>524</sup> Key informant interview, Suriname.

<sup>525</sup> Key informant interview, Suriname.

<sup>526</sup> Key informant interviews, Suriname.

<sup>527</sup> Key informant interviews, Suriname.

Thirdly, while trafficking in children is particularly undocumented and only anecdotally reported, key informants are concerned about potential trafficking cases for illegal adoption or other form of exploitation. For instance, children in institutional care may allegedly be sold to foreigners but the Department of Youth of the Police appears too understaffed to follow up on all allegations.

Fourthly, the high mobility of the commercial/forced sex workers raises public health concerns, related in particular to STDs and HIV/AIDS as reported in the previously mentioned work “Gold and Commercial Sex: Exploring the Link between Small-scale Gold Mining and Commercial Sex in the Rainforest of Suriname.”<sup>528</sup>

Finally, most of the women and girls are believed not to be aware of their exploitation. This fact presumes that they will not be seeking or requesting assistance, and in the absence of targeted outreach activities, exploitation cases in Suriname will largely remain undocumented.

### **Media Review**

According to the research team, local media is paying some attention to the issue of trafficking in persons and human smuggling when government officials or a representative of the *Maxi Linder* make statements. The team did not come across investigative journalism articles on the issue. In general, the media in Suriname lacks to provide clear definitions of trafficking in persons and human smuggling.

The release of the *US Department TIP Report 2003* after Suriname was placed on the “Tier 3 list” gave rise to few articles.

### **Current Government Response**<sup>529</sup>

#### ***Legislation***

Suriname has a general provision on trafficking in persons in its penal code and is in the process of drafting new, more targeted legislation. Suriname does have criminal codes that can be used to prosecute persons soliciting minors. As well, there are codes in place that can be used to prosecute anyone who forces a woman to engage in sexual intercourse through violence or the threat of violence. As of October 27, 2004, Suriname had prosecuted two cases of trafficking in persons over the three previous years.

Suriname has ratified a number of related international conventions which cover equality for migrant labour, forced labour, child labour, and the treatment of women. When this research was conducted, Suriname had not signed the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the

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<sup>528</sup> Antonius-Smits, Christel C.F., et al., op. cit., 1999.

<sup>529</sup> The information in the following sections is compiled from ongoing IOM programmes, literature and statistical reviews, national survey responses, and key informant interviews conducted during this research.

UN Convention against Trans-national Organized Crime. Please see the related legal review for a more in-depth analysis of Suriname's current legislative framework

***Inter-Ministerial Commission***

In July 2003, the Government of Suriname established an inter-ministerial Commission on Trafficking in Persons, led by the Minister of Justice. The working group, chaired by the Public Prosecutor's Office, comprises seven other members representing the Police Force (three), the Drafting Division of the Ministry of Justice and Police, the Ministry of Defence, the Ministry of Foreign Affairs and the Maxi Linder Association. On August 21, 2003 the Commission presented its first interim-report to the Minister of Justice and Police. The report included the following:

- i) A listing of all government agencies involved with foreigners in Suriname;
- ii) The legal and illegal routes through which foreigners enter the country;
- i) The various nationalities at risk of being trafficked in Suriname;
- ii) A needs assessment for government agencies enabling them to tackle TIP;
- iii) The areas of concerns in Suriname;
- iv) The risks such phenomenon represents for public health, internal safety and the structure of the society;
- v) Recommendations to prevent and tackle trafficking in persons as well as recommendations regarding protection and assistance to trafficking victims.

***National Plan of Action***

With financial assistance from USAID, the Commission and the US Embassy in Paramaribo organized a joint workshop April 27 – 29, 2004 aimed at developing a National Strategy and an Action Plan in Combating Trafficking in Persons. In this workshop, experts of the U.S. Department of Justice held discussions on a variety of topics. The participants were asked to assist in the process of developing and disseminating a written National Plan for the Prevention of Trafficking in Persons. The National Plan outlines six core key areas with 19 key action points which include among others improving the current implementation of immigration laws, screening of visa applications and issuance, increasing cooperation among government officials (consular, immigration, alien affairs, etc), promoting the exchange of information across government agencies, increasing prosecutions, establishing a national hotline, and creating a protocol for victim assistance

A follow up training, held October 19 – 21, 2004 was held to develop an Operations Manual for Law Enforcement.

***Other activities***

In February, 2004 the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States launched a Caribbean regional programme with seven Caribbean countries, including Suriname. The initiative consists of three key elements: applied research, information and awareness-raising, and capacity building. The project, with support from the Ministry of Home

Affairs, held two targeted training and capacity building sessions. The first, held on July 16, 2004, trained 55 participants from a wide sector of government and non-governmental officials. A second, technical two-day training held on October 27-28, 2004, trained 29 and continued to focus in more depth on developing a practical, national response and community awareness to identify victims and strengthen counter-trafficking efforts within Suriname. The project is currently finalizing a regional information campaign which will, in partnership with the Inter-Ministerial Commission, other government agencies, and NGOs, support the efforts within Suriname to raise awareness on the issue of human trafficking using a variety of information campaign tools. The project also held a regional meeting, bringing together government and civil society participants from Suriname, as well as all Caribbean countries, to begin development of a regional plan of action for the Caribbean.

### **Current Non-Governmental Response**

The issue of human trafficking is a relatively new one in Suriname; six NGOs informed the research team that the issue of trafficking in persons is not high on the agenda in Suriname.<sup>530</sup> As there are no shelters or halfway houses in Suriname for adult victims of any situation, the victims of trafficking cannot lack options for assistance. There are shelters for children who live in difficult circumstances. The Salvation Army has the only shelter, where adults can find accommodation.

Referring to the case of the four Dominican women previously mentioned in this report, the foundation Stop Violence against Women offered to help with the transportation from Nickerie to The Office of the Prosecute Officer. MOI WANA 86, a human rights organization, offered help in the form of judicial advice. This was the only known case of trafficking in persons at the time of this research. Maxi Linder, a member of the inter-Ministerial Commission conducts outreach and assistance to sex workers in Suriname. As part of its work, the organization is available to provide assistance to victims of trafficking, but is limited by resource constraints and safety concerns.

In 2000, a National Network to Curb Domestic Violence and the National Network to Curb Violence against Children were set up. Both government and non-governmental organizations are members of these networks. At the time of this research, trafficking in persons was not yet on their agenda.

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<sup>530</sup> Women's Rights Center, Stop Violence Against Women, The National Women's Movement, Projekta, Moi Wana, a Human Rights Organization, and CAFRA.





## **Cross-Country Analysis: Regional Trends**

### **Introduction**

Trafficking in persons is a modern-day form of slavery, involving victims who are typically forced, defrauded, or coerced into various forms of exploitation. Men, women, and children are treated as inexpensive, expendable, and profitable commodities used for the purpose of financial gain or free services. Human trafficking has become among the fastest growing and most lucrative criminal activities, occurring both worldwide and in individual countries, including those in the Caribbean region.

This research was exploratory and primarily qualitative, with secondary sources and anecdotal information from key informants providing the base of the research findings. Key informant groups were small, and purposively selected, therefore limiting the amount of received information. This means that results were less specific than they may have been if more first-hand information had been available from victims themselves. However, within the Caribbean region the existence of human trafficking and exploitation practices have been clearly established through the various sources used in this research.

This chapter serves to synthesize the extensive information obtained in the country reports into the broader regional context. Regional migration trends, methods of recruitment and movement, forms of exploitation, and counter-trafficking actions taken by different countries in the region are examined in the following sections. While distinct differences are shown to exist between countries, there are a number of similarities in how exploitation and human trafficking affects countries throughout the Caribbean.

### **Migration**

Though there has traditionally been a considerable amount of intra-Caribbean movement, the impact of globalization has contributed to a rise in migration, and female migration in particular. Many migrants come from poor or working-class circumstances, crossing borders or moving to cities in search of opportunities that will help improve their socioeconomic status. Others may migrate due to the devastation caused by conflict or natural disasters, to join family members or friends, or to seek out better educational opportunities.

As seen throughout this report, Caribbean migration is both internal and external, involving men, women, and children. Among the researched countries are those that are source, transit, and destination points, or some combination thereof, for regular and

irregular migrants. This research found Barbados, St. Lucia, Jamaica, Suriname, and Guyana to be source countries and Barbados, The Bahamas, Jamaica, and the Netherlands Antilles also serve as transit countries. In terms of transit, it is believed that many regular and irregular migrants looking to the US, UK, the Netherlands, and Canada as their final destination points pass through these countries. Jamaica and Guyana also have very active internal migration patterns.

The Bahamas, Barbados, Guyana, Jamaica, the Netherlands Antilles, St. Lucia, and Suriname are all destination countries for migrants seeking to improve their socioeconomic status, and in turn potential victims of human trafficking. Many of these countries are seen as attractive destination points because of higher levels of social and economic development. Others bring in migrants because opportunities are believed to exist in specific industries such as tourism, agriculture, or mining.

The absence of sustainable livelihood creates strong push factors for persons to seek new opportunities that enable them to provide for themselves and their families. This is coupled with the increasing need among countries, including those in the Caribbean, for low-skilled, inexpensive, and temporary labour where employees are seen as expendable. Migration flows and patterns are influenced by this push-pull dynamic.

In the case of irregular migrants, many people willingly seek out smugglers to help them relocate to another country. Human smuggling and irregular migration are relevant to trafficking because of the vulnerability of migrants who are smuggled. These persons can sometimes fall prey to unscrupulous people who seek to exploit them due to their situation. However, this vulnerability can also apply to those who migrate through regular means. Though a person may enter the country legally, they can still find themselves being taken advantage of by those wishing to exploit.

As in the rest of the world, it is very difficult to assess the number of irregular migrants coming into or going through countries within the Caribbean. Human trafficking, migration, and migrant smuggling are distinct but interconnected issues. It is believed that human trafficking follows regular and irregular migration patterns in the Caribbean. The following chart provides a brief overview of migration and mobility among the countries in this regional research.

*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

**Trends in Migration and Mobility**

	<b>Bahamas</b>	<b>Barbados</b>	<b>Guyana</b>	<b>Jamaica</b>	<b>Netherlands Antilles</b>	<b>St. Lucia</b>	<b>Suriname</b>
<b>Regional source countries</b>	Cuba Dominican Republic Guyana Haiti Jamaica	Guyana St. Lucia St. Vincent and the Grenadines	Brazil Internal: (esp. Amerindians) Venezuela	Caribbean region Dominican Republic Internal	Colombia Cuba Dominican Republic Guyana Haiti Internal Jamaica Suriname Venezuela	Cuba Dominican Republic Internal St. Vincent and the Grenadines Trinidad and Tobago	Brazil Colombia Dominican Republic Guyana Venezuela
<b>Extra-regional source countries</b>	China India Philippines UK US	India UK US		Canada China India Pakistan Russia Sri Lanka UK US	Canada China India Lebanon Peru Portugal South Africa The Netherlands US		China
<b>Destination countries</b>	Canada UK US	Canada UK US	Barbados Brazil Suriname	Canada UK US	Aruba Coast Rica Internal the Netherlands US Venezuela	Bahamas Barbados Canada Martinique UK US	the Netherlands
<b>Transiting countries</b>	Cuba Haiti Jamaica				China Colombia Cuba Dominica Dominican Republic Haiti India Jamaica Lebanon Nigeria Pakistan Suriname Syria Venezuela		

### **Recruitment**

Poverty, lack of opportunity, or simply the desire for a better way of life all influence migration trends in the Caribbean. The need for inexpensive and/or low skilled labour in some countries, has led to advertisement for and recruitment of workers. While this can be an effective mechanism for facilitating migration, it can also be used to exploit vulnerabilities of migrant populations. Agencies throughout the Caribbean advertise and promote opportunities for work. Advertisements promise jobs as cashiers, bartenders, waitresses, domestic workers, salesclerks, baby-sitters, manual labourers, dancers, and masseuses. Incentives such as arranged transportation, accommodation, training, and enticing salaries are offered. These recruitment methods apply to internal and international opportunities. This type of recruitment is known to take place in Caribbean newspapers and through Internet sites; radio ads are also a possible method of advertisement.

All countries had cases of migrants (internal and external) being promised jobs and certain working conditions, with the conditions and terms of “employment” changing upon arrival. People throughout the Caribbean are lured into multiple forms of exploitation including forced labour, domestic servitude, and sexual exploitation. While these recruitment mechanisms are not used purely for human trafficking, they are methods that traffickers use to recruit those searching for employment and opportunity.

Haitian migration to The Bahamas and Guyanese migration to Barbados is believed to be perpetuated by advertisements from agencies promising opportunities for employment. Some Jamaican newspapers carry telephone numbers that a person can call to arrange a trip out of country. Attempting to delineate legitimate opportunities from those that are not is an extremely daunting task. In the case of Jamaica, there were “warning signs” pointing to illegitimate “job opportunities” such as unwillingness to divulge details over the phone.

The recruitment process in the Caribbean context is not limited to the use of ads and agencies. Informal channels, such as word of mouth are commonly used throughout the Caribbean region. Intermediaries in the recruitment process can be agents sent to lure people into exploitation. However, recruiters are often found to be familiar persons such as family members, neighbours, and friends. In fact, some that migrate based on promises of employment might be given a good experience so that he/she will then return to their area of origin and persuade others. It should be noted that recruitment does not necessarily entail a person physically escorting someone into an exploitative situation. Recruiters can support unscrupulous ‘employers’ by simply spreading false or exaggerated information about opportunities among vulnerable communities.

Informants in most countries believed that word-of-mouth recruitment is a common method used to lure people into exploitation throughout the Caribbean. Agents or recruiters typically receive financial compensation for each person they recruit into “employment.” For example, in Suriname, an agent works in collaboration with a club owner to bring females in to work. Someone from Suriname goes to Brazil, Colombia, or the Dominican Republic to recruit girls and women. Once recruited, the ticket is paid for in Suriname and the club owner in Suriname arranges the visa. Some prostitutes help

recruit other girls or women, by telling them that they will earn a lot of money. The recruiter or assisting prostitute receives a payment per person they recruit.

As reported in Guyana, Jamaica, and Suriname, intermediaries will often offer opportunities to children, obtaining parental approval and even provide the parents with a cash advance.

As previously stated, trafficking in persons often takes place within migration flows. This adds to the difficulty in identifying who among regular and irregular migrant groups are victims of human trafficking. As is typical in trafficking in persons, most of those answering advertisements and those migrating for employment promised through informal channels will have little awareness of their potential to become subject to exploitation. This makes identification of victims of human trafficking at the recruitment stage incredibly challenging.

### **Movement/Transportation**

Migration and mobility can be positive processes that lead to better living conditions or opportunities. However, in a climate of increasingly restrictive immigration policies, access to these opportunities may require the use of irregular methods of migration. Migrant smugglers are employed in facilitating this process throughout the Caribbean. As previously mentioned, this is one method also used to transport victims of human trafficking. Sometimes they can be amongst those being smuggled into a country; in many situations the person being smuggled may be a willing participant in the process, not realizing the exploitation that awaits. Boats, planes, cars, and pedestrian methods are all used in the movement stage of human trafficking within the Caribbean.

Organization of the movement process takes varying forms from country to country and can change at any particular point in time. As these are criminal operations, traffickers and smugglers will often adopt new routes, names, contact information, and means of transport to evade authorities. Those who have means of transportation are often also involved in recruiting. In The Bahamas, captains of boats and planes allegedly go to countries (Haiti, the Dominican Republic) claiming that there are jobs available in Nassau on large farms, for example, boasting free health care as an incentive. Transport is offered to The Bahamas for a fee. The boats are often filled beyond capacity; at times they sink.

In some Caribbean countries such as Barbados, St. Lucia, and the Netherlands Antilles, the entry of migrants and possible victims of trafficking also takes place within legal migration channels. In the case of air transport, tickets may be organized by an agency, recruiter, or “helper.” As seen in St. Lucia and the Netherlands Antilles, persons are alleged to wait for ‘new recruits’ in the airport or point of entry to help facilitate passage into the country. It has been alleged that these facilitators are sometimes law enforcement or immigration officials.

Other countries, such as Guyana and Jamaica, have high levels of internal movement. Much of this is rural to urban. For example, in Guyana there is movement from the hinterlands to the coastal areas, and in Jamaica there are flows into the tourist areas. In the case of Guyana there is also urban to rural movement, with some migrating from

coastal areas to the hinterland to work in the mining industry. Because internal movement is common, it is extremely difficult to identify potential situations of exploitation and victims of human trafficking. The Bahamas, Jamaica, the Netherlands Antilles, and Suriname are also used as transit points for regular and irregular migration. Persons are often delayed in a country until they can earn money or find a means of passage to a third or destination country. During this time, people are very vulnerable because they are open to any opportunities to earn money in order to complete their journey. Recruitment for and movement to an exploitative situation, i.e. human trafficking, can therefore take place within a transit country.

## **Exploitation**

### ***Forced labour***

In all countries examined in this research, exploitative labour conditions, especially of migrant populations, were found to exist. Those in forced labour were typically deceived as to the conditions and type of employment in which they would be involved. Persons were forced to work in dangerous or poor conditions, with extremely long work hours, no time off (working seven days a week), having to perform duties that were not part of the original agreement, receiving very little or no pay, and being sustained through minimum accommodations of food and shelter.

Forced labour situations exist for both sexes, of varying ages, and for children throughout the Caribbean region. However, sectors of labour within the study were sex-specific and those found in exploitative or possible trafficking situations fit into general categories. For example, men and boys were found more in agriculture, construction, sawmills, and mining; women more in domestic and garment work and prostitution. It must be noted there were crossovers and correlation between the sectors. For example, in Guyana some women worked in agriculture, and in the Netherlands Antilles, Indian men were found in domestic work. The case of children will be discussed in a following section.

It is purported that many labourers are not paid, but given credit often resulting in debt bondage, and only receive enough food rations for survival. The debt is often difficult to pay, as the “bosses” regularly add other costs in addition to the original debt. This means that labourers may have no means to return home; those that do may not go because they would be returning empty handed or have no opportunities within their home region or country. In Suriname and Guyana, cases of this form of debt bondage were believed to exist.

Cultural and language combined with isolation of certain immigrant communities from the rest of the general population create further challenges in accessing many vulnerable migrant groups. In The Bahamas, Barbados, Suriname, and the Netherlands Antilles, it was difficult to access populations believed to be in forced or exploitative labour conditions. This seemed to be especially true for Chinese populations in Suriname, who are believed to be one of the migrant populations that suffer labour exploitation and are potential victims of human trafficking.

It is difficult to discern how many of the cases described within each country extended into human trafficking. When conditions of labour exploitation exist, it is possible for trafficking in persons to occur and even thrive. If an industry or employer is allowed to treat workers in any way they wish, the move from exploitation into forced labour is not a drastic one to envision. Victims of human trafficking may well exist, undetected, among those in exploitative conditions.

### ***Sexual exploitation***

It was a common scenario in all countries that women and girls were deceived, being offered work as waitresses, cashiers, bartenders, dancers, salesclerks, or masseuses, only to be told soon after arrival that they would have to engage in prostitution. Others were aware that they would be employed in the entertainment industry or even as prostitutes, but were not aware of the full working conditions in which they later find themselves. Sexual exploitation was found among those involved in prostitution, exotic dancing, massages, and other related activities. While knowledge about persons forced into prostitution varied between the different countries in this research, all countries attested to having some cases. This included some knowledge of people being trafficked internally and externally for the purposes of sexual exploitation.

A common perception throughout the country reports was that those involved in the sex industry came from dire socioeconomic backgrounds, are seeking to improve their living conditions and those of their families, and though they may not want to be working in this industry, they felt that there was no other choice. Others believed that prostitutes had a choice and remained in the industry because they earned high incomes from this type of work. Negative attitudes about prostitution could serve as a disincentive for victims forced into prostitution and sexual exploitation to seek help. However, these assumptions could not be well substantiated within the framework of this research process, as access to prostitutes and victims of human trafficking was very limited.

Women in Jamaica, St. Lucia, Suriname, The Bahamas, and the Netherlands Antilles are often brought in with a permit to dance (strip) and then may be forced by their employer or by the circumstances these employers create, to prostitute themselves. Even those who voluntarily work as prostitutes are often confronted with working conditions they did not expect. Employers use various forms of control, forcing them to perform certain actions against their will and preventing “employees” from leaving, thus making them victims of human trafficking.

Vulnerability to trafficking in this context is not limited to females. There were also reports of boys and young men trafficked for sexual exploitation. This was often said to be associated with the drug trade. See the sections on children and links to drug trafficking for more information.

### ***Entertainment work permits***

Concerns have been raised over the misuse of “entertainment” work permits. Many women enter Caribbean countries under the category of entertainer, which encompasses

work such as dancer, singer, or musician. Employers apply for these permits that allow women to enter the country to work as stripper or exotic dancers in their clubs. These permits do not allow for women to be involved in prostitution, only in “adult entertainment.” However, many informants noted that this system is being manipulated to get around regulations related to prostitution in varying Caribbean countries. It is believed that many of the women coming in under this work permit category are involved in prostitution. With this process being abused and unmonitored, it is feasible that it could be used as a means to move victims of trafficking within the Caribbean for the purpose of sexual exploitation.

In Curaçao, government sanctioned and regulated prostitution is only allowed in one zone, known as Campo Alegre, where only non-Antillean women are employed. Under the conditions of the three month work permits, registered prostitutes are not allowed to travel. Those that leave the island forfeit the right to return under the same permit. It is believed that non-regulated prostitution takes place in clubs outside of this zone. Approximately one-third of Campo Alegre’s prostitutes leave before their work permit expires. An estimated 12% of those that leave Campo Alegre begin working in illegal prostitution.<sup>531</sup>

Non-regulated prostitution is believed to take place in Curaçao, St. Maarten, and Bonaire in places such as snacks, bars and dance clubs, strip clubs, brothels, rented rooms or apartments, and private residences.<sup>532</sup> Women employed in these places typically come into the Netherlands Antilles on entertainment visas as “dancers,” and are not registered in the Netherlands Antilles Aliens Registration System (NAVAS). The government does not currently keep track of the number of women in Curaçao who are employed as “dancers” annually. Thus, the number of entertainment visas issued and the non-regulated prostitution industry work in tandem to enable a steady supply of women for sexual exploitation.

This connection was also raised in St. Lucia, with informants believing that those granted entertainment work permits often overstay, and that this is not tracked. It is believed that some women are forced to remain in sexually exploitative conditions by club owners, who are protected from retribution by local officials. In Suriname, the club owners applying for work visas for their new recruits are almost always granted such documentation even though it is believed that these women will be involved in prostitution. This is believed by informants to take place with official support, as flexible implementation of the legal provisions ruling prostitution activities leave most of the visa issuance, the sanitation controls, and the enforcement of the Penal Code to the discretion of high ranking officials. Without any monitoring or regulation of the work permit process, it will be possible to continue bringing in women without any way of knowing their numbers or the circumstances in which they end up. However it must be noted that even when such mechanisms exist, they can be abused by authorities and exploited by human traffickers.

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<sup>531</sup> United Nations, *Consejo Economico y Social- Comisión de Derechos Humanos*, op. cit., 1997: 30.

<sup>532</sup> Key informant interviews, the Netherlands Antilles.



### ***Sex tourism***

Tourism is a major industry for most Caribbean countries and sex tourism is one category of tourism in the region. It should be mentioned that sex tourism involved male and female clients seeking services of both sexes. Informants in Jamaica, Barbados, St. Lucia, the Netherlands Antilles, and The Bahamas believed that there are links between human trafficking and sex tourism in many of the countries. Barbados and Jamaica are well known as having sex tourism, with the research even finding Internet listings advertising Barbados as a sex tourism destination. Informants believed that tourists' demands have been increasing in many of these countries, in addition to an escalating local demand as mentioned in Barbados, Jamaica, and St. Lucia. This is perpetuated with the growth of the traditional tourism industry, the entertainment industry, and the personal services industry, with all three being inter-connected.

In no way is every case of sex tourism associated with human trafficking. However, human trafficking does exist within this industry. The private and anonymous nature of these activities provides room for sexual exploitation to exist.

### ***Domestic work***

The trade in human beings is often linked to the demand for cheap domestic labour. Domestic workers are considered some of the most underpaid and over worked of those employed as cheap labour. Since domestic work typically exists within private households, the extent of abuse and exploitation of domestics is very difficult to discern. Domestic workers are often not included as a recognized labour force, falling outside the scope of labour exploitation laws and protection. Differences in race, class, age, sex, and legal status can intensify the potential for exploitation.

Exploited domestics may find themselves as domestic slaves in debt bondage, having borrowed money to pay fees to agencies or to have money for travel expenses. Others are told that their transportation costs will be covered by their employer, only to have the costs held against them as a debt once arriving at their new job. If the domestic worker is held in slavery, they are not paid and these debts cannot be paid off. There are also those who are tricked into domestic slavery, thinking that they are going to be employed in some other capacity, i.e., in a factory or restaurant.

Methods of exploitation and control for domestic workers are similar to other labour sectors. People are promised salaries, but receive little or no money for their efforts. Passports and identity documents are confiscated; threats of violence, deportation, or imprisonment are made to frighten the workers. Domestic servitude was reported as existing in most of the countries in this report, with some mention of people from the Caribbean being trafficked abroad as well.

While domestic workers are typically migrant females, in The Bahamas and the Netherlands Antilles some cases of male domestic servitude were known. Informants in countries such as The Bahamas and Barbados explained that local people would not work

as a domestic worker because of low pay, long hours, poor conditions, and the “social status” associated with such work. This situation described for Barbados is representative of the other countries in this report. “The cases were primarily of young migrant household helpers made to work long hours, threatened with violence and reports to the Immigration Department, only able to have a limited social life, being locked in, and either paid low or ‘starvation’ wages or through a barter system that is the provision of housing and food.”

As mentioned in Jamaica, some domestic servitude cases are internal to countries, “some instances involve young girls and women who are recruited from rural areas to work as domestic helpers or to ‘live in’ as part of a family. In the latter case, promises were made about being sent to school, and being provided with clothes and money. They ended up existing under slave-like conditions.” Informants in Barbados and Guyana also believed there to be some crossover between domestic servitude and sexual exploitation. Some domestic servants are forced to perform sexual favours as part of their domestic duties, others are sexually abused by employers.

### **Trafficking in Children**

Though Caribbean states have varying definitions of “child,” this research used the international definition as the basis; anyone under the age of 18. In the case of human trafficking, “The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered ‘trafficking in persons’.”<sup>533</sup> For children it is not necessary that there be “threat or use of force or other forms of coercion, of abduction, of fraud, of deception . . .” for trafficking to occur.

For example, if a parent arranges to have their child transported into a situation where they are forced to work (e.g. begging on the streets), this can be considered trafficking, even if the child is a willing participant and is returned after a period of time. While the international standard was used as the basis of this report, it is important to note that national laws on child labour in the Caribbean vary greatly, and may not agree with the standards established in the Protocol.

Within the region, key informants and national survey respondents pointed to common factors that contribute to trafficking in children. Poverty and lack of educational or employment opportunities were common reasons put forth by informants in all countries. This included families needing to sell or send children away for their own survival and for the possibility that their child would attain a better life with someone else. The low social and cultural status of females was also cited. This included the disproportionate number of females in poverty, women as single heads of households, early exposure to sex, and using sex as a means of survival. In some situations, poor circumstances led mothers to send their daughters out to find a man to take care of them. Lack of education and awareness of risks, a history of sexual abuse of children, and parental migration resulting in abandonment were also believed to be contributing factors.

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<sup>533</sup> UNODC, *op. cit.*, 2000.

In the literature reviews from this research, cases of children being used for exploitative practices were found in most countries. As was noted in one ILO report from The Bahamas, an environment of exploitative child labour practices could “foster trafficking in children, at least on a small scale.”<sup>534</sup> In The Bahamas, sexual exploitation was seen in cases of “sweet hearting” between girls and older men, in some cases tourists.<sup>535</sup> Reports consisted of girls under 16, some as young as 12, being involved in various forms of commercial sexual activity. A publication focusing on Guyana, *Voices of Children: Experiences with Violence*, also described cases of the sexual exploitation of Amerindian girls.<sup>536</sup>

In the Netherlands Antilles, previous IOM research indicates that trafficking in children for sexual exploitation exists.<sup>537</sup> According to the report... one can approach certain brothel owners to “order a child.” This child, usually an 8 to 12 year old girl from the Dominican Republic, is then flown to Curaçao, where she is handed over to the client, for his exclusive use.<sup>538</sup> Research in St. Lucia carried out by the Poverty Reduction Fund in 2000 included the references to the problem of child exploitation. As one quote described, “There are young 12-13 years old, even 9, involved in street prostitution. Young boys are being abused in tourist areas (such as in Marina in the North). Many children are sent to Castries and are begging for food.”<sup>539</sup>

The research conducted for this Assessment identified The Bahamas, St. Lucia, Jamaica, Guyana, and Suriname as having links to trafficking in children. In Guyana, there was discussion of young Amerindian boys being forced to work for a businessman under slave like conditions. Informants also described girls from rural communities who are recruited with promises of jobs as salesclerks or domestic workers in Georgetown. “Parents are given advances and are told girls would be well taken care of. Girls are taken to Corentyne and are handed over to business people who then tell them the kind of work they have to do.... Movements are restricted, no interaction with others but clients; no pay....”<sup>540</sup> In The Bahamas, sexual exploitation of children for purposes of prostitution was mentioned as occurring, but the extent was believed to be limited.<sup>541</sup>

Multiple St. Lucian informants and survey respondents cited information on child prostitution and pornography. This included the involvement of “local school girls” in the “entertainment business,” and the recording of pornographic videos. “Young girls are tricked into getting involved for money. [They] may be told that they have to dance or pose, then they have to do very explicit sexual acts or other things.”<sup>542</sup> There was also one mention of trafficking for purposes of adoption, where parents received money in exchange for their children who were sent to Canada and the US.

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<sup>534</sup> Dunn, op. cit., 2002.

<sup>535</sup> ILO, op.cit., 2003: 2.

<sup>536</sup> Cabral, op. cit., 2004 : 28-29.

<sup>537</sup> IOM, op.cit., 2004.

<sup>538</sup> Ibid.

<sup>539</sup> Poverty Reduction Fund of St. Lucia, op. cit., 2000: 81.

<sup>540</sup> Key informant interview, Guyana.

<sup>541</sup> Key informant interview, The Bahamas.

<sup>542</sup> Key informant interview, St. Lucia.

In Jamaica, information about child trafficking also came from informants in Jamaica. Boys and young men, especially those on the streets, were said to be used as ‘watchdogs’ and couriers for drugs, and often are sexually exploited. Girls are said to be given to men or sold at the Culloden Sex Trade by their families. There were also reports of girls being bought at Falmouth market for forced labour purposes. As well, girls were thought to be recruited from rural areas as domestic helpers, “When the girl child gets to the town expecting to be treated as a family member, they find that they have to start doing chores, washing clothes, looking after baby, etc. Eventually, the male head begins to sexually abuse her and threaten her not to tell anyone. These girls are in the age group 13 to 25 years.”<sup>543</sup>

Informants in Suriname also believed that children are being exploited in their country as domestic or street workers, and sexually exploited. Two cases of forced prostitution were described as involving Guyanese girls in Suriname. It was also mentioned that there is sexual exploitation of girls happening in the gold mines, though no cases were described. In a recent publication, *Schmeitz*, there were documented cases of forced, arranged marriages involving young Surinamese girls who were living in a children’s shelter.<sup>544</sup>

### **Other Contributing Factors**

#### ***Corruption and complacency***

Though the extent and level of organization was not known, corruption was highlighted in the course of interviews throughout the region. Police were said to be linked to proprietors of clubs, bars, and so forth, resulting in fear and the lack of reporting about exploitative practices and possible trafficking cases. One similarity within the region is the belief that the smuggling process functions with the assistance of immigration officers and border officials. In The Bahamas, Jamaica, the Netherlands Antilles, and Suriname, immigration officials were suspected of being involved with either facilitating or ignoring possible cases of human trafficking. As stated in the case of the Netherlands Antilles, informants “had many questions regarding admittance of certain women and the conditions under which they are admitted.” Other officials are accused of corruption in the visa issuance process, as in the case of Suriname. In Barbados, law enforcement was accused of being involved in a passport scam that allegedly facilitated the passage of Guyanese into the country. In St. Lucia, some informants perceived there to be complacency between law enforcement officials and perpetrators of human trafficking. It is “difficult to tackle the issue because persons involved are connected to top officials in government who are then able to silence those who speak out or act against trafficking in persons.”<sup>545</sup>

#### ***Links with drug trafficking***

The full extent to which links exist with drug trafficking was not known, and informants’ answers varied from hypothesizing to naming multiple cases linking the two. Many

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<sup>543</sup> Key informant interview, Jamaica.

<sup>544</sup> Schmeitz M. op. cit., 2002.

<sup>545</sup> Key informant interviews, St. Lucia.

believed that the progression from drug to human trafficking was a natural one. Thus, criminals will expand into lucrative operations based on demand, especially when the mechanisms, in terms of movement and transportation, are already in place. As islands, archipelagos, and countries with porous or un-patrolled borders, surveillance is difficult; this makes all facets of trafficking difficult to detect.

Males and females may willingly transport drugs across borders, but end up in unexpected circumstances. For example, the job of drug courier may be over but the person was not free to leave. They were held in bondage and exploited, forced into selling drugs and/or prostitution. Criminals use threats of violence against the person and their loved ones as a means of control. Key informants in The Bahamas, Guyana, Jamaica, and Suriname believed that human trafficking and drug trafficking are linked. Of the cases cited linking drug and human trafficking, most involved people who turned to drug trafficking as an opportunity and means to escape poverty; a population potentially vulnerable to human trafficking.

A few cases of people being forced to swallow drugs for transport were also mentioned, but these were not thought to be very widespread. Informants in Suriname mentioned the unique situation of Surinamese living in the Netherlands, being offered airfare to Suriname to visit family. Once they arrive they are controlled and forced to transport drugs back to the Netherlands.

## **Actions**

### ***Government***

All country governments have taken important steps in their counter-trafficking initiatives. Each participated in and co-sponsored capacity-building trainings by the International Organization for Migration (IOM) and the Inter-American Commission of Women within the Organization of American States in 2004. Over 400 persons in the region were trained in one-day national seminars on trafficking in persons held in each country over the summer of 2004. Two-day technical trainings were held in the fall training participants in all seven countries in more depth on developing a practical, response in community awareness-raising, developing national plans of action, and identifying victims. The project is currently finalizing a regional information campaign which, in partnership with the governments, will be used in countries to raise awareness on the issue of human trafficking. Additionally, each country government participated in a regional seminar March 14-16, 2005 to strengthen regional partnerships, linking countries throughout the region together to combat trafficking in persons.

Since April 2004, the Government of Guyana has taken several steps forward in combating trafficking in persons. On April 22, 2004, the Government of Guyana launched a national strategy.<sup>546</sup> This included a public information campaign that, according to the Ministry of Labour, Human Services and Social Security (MLHSS), has been well received, with queries coming in to the Ministry and people are now much

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<sup>546</sup> *Stabroek News*, op. cit., 23 April 2004.

more aware of situation and what has been happening.<sup>547</sup> Additionally, national legislation recently passed on human trafficking that includes among the key elements witness protection, measures to accommodate child witnesses in criminal prosecutions, and support for victims including counselling, medical assistance, employment, education and training.

Some agencies of the Government of Jamaica have been sensitised and are aware of trafficking in persons. There is a Victim Support Unit in the Ministry of Justice, which offers rehabilitative (counselling and referral) services to victims of crime and their families. Additionally, the Government of Jamaica, in partnership with IOM, has been implementing a comprehensive programme designed to strengthen the capacity of the Jamaican government to manage migration. A critical component of this programme was training immigration officers and other law enforcement officials on risk profiling for counter trafficking.

In July 2003, the Government of Suriname established an inter-ministerial Commission on Trafficking in Persons, led by the Minister of Justice. The working group, chaired by Public Prosecutor's Office, comprises seven other members. As well, the Commission and the US Embassy in Paramaribo organized a joint workshop aimed at developing a National Strategy and an Action Plan in Combating Trafficking in Persons.

These are examples of some specific actions governments are taking to combat human trafficking in their own countries. These examples could apply to and be used in other countries in the region. Adding a regional component to any counter-trafficking effort will only strengthen the ability to respond to this growing phenomenon.

### ***Non-governmental***

In The Bahamas and Jamaica, church-based groups are seen as important partners in the effort to prevent human trafficking. Some churches and other civic groups are serving in this area do so in response to the specific needs of victims of violence and sexual exploitation.<sup>548</sup> Non-governmental organizations and community-based organizations in Jamaica are well-placed to assist in combating human trafficking. Over the past fifteen years, these civil society groups have partnered with government agencies in implementing a wide range of programmes.

Women's group were also identified as agencies giving assistance to victims of trafficking, migrants and other vulnerable populations. The assistance offered in Barbados by the Business and Professional Women's Club (BPW) includes a crisis hot line, a shelter for battered women, counselling, advocacy and information and awareness-building. Trade Unions offer information and awareness-building, seminars, advocacy, and efforts at prevention. The Guyana Association of Barbados was launched earlier this year and, while not dealing with trafficking directly, it is trying to help Guyanese with education and resources and assimilation into Barbadian society.

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<sup>547</sup> Key informant interview, Guyana.

<sup>548</sup> Key informant interview, The Bahamas.

In Suriname, a National Network to Curb Domestic Violence and the National Network to Curb Violence against Children were set up in 2000. Both government and non-governmental organizations are members of these networks. The Maxi Linder Association, a member of the Inter-Ministerial Commission conducts outreach and assistance to sex workers in Suriname. As part of its work, this organization is available to provide assistance to victims of trafficking.

### **Media**

The media can be an important ally for informing the public about the issue and consequences of trafficking in persons. It is also an excellent mechanism for assessing current public perceptions and knowledge about the issue of human trafficking. Stories of migrant smuggling and exploitation have long been covered in local media in the countries participating in this research. Though the issue of trafficking in persons is just gaining recognition in the Caribbean region, many of the media reviews undertaken for this report found stories related to human trafficking.

The media review in The Bahamas uncovered examples of migrant exploitation and abuse. In March of 2004, a Bahamian radio station reported that a farm owner severely beat his Haitian employees and withheld their immigration documents as a form of control. Local media in St. Lucia, such as the *Star* newspaper and the television show *Talk* contributed to bringing human trafficking for purposes of sexual exploitation into the open. An article by Rick Wayne about a young woman whose situation suggested that she was trafficked for the purpose of prostitution. Coverage in Barbados found headlines such as, “Treat them equally: Senator Sir Roy Trotman urges fair deal for migrant workers,” and “ ‘Scams’ luring Guyanese here.” The issue of human trafficking was also raised in May 2004 in the *Daily Nation* by the General Secretary of the Barbados Workers’ Union:

“We have also made the call because there is the need for the discontinuation of the trafficking of people into the area...and it is not all to do with prostitution. It has to do with poverty, and unemployment.”

For Guyana, the April 2004 launch of the government’s campaign to combat trafficking in persons, combined with the release of the *US State Department Trafficking in Persons Report* in June 2004 brought the issue of trafficking in persons under the spotlight, including significant media attention. From mid-April to the end of August 2004, the research team came across 57 press articles relating to trafficking in persons in four newspapers: the *Stabroek News*, the *Kaieteur News*, the *Guyana Chronicle* and the *Catholic Standard*. Seven reports focused on alleged cases of human trafficking. The articles described the form of exploitation (sexual exploitation in these cases); recruitment methods (through deception or financial transaction with the victim’s families); and forms of control (no payment, restriction of movement). Each of these articles also provides some information on the economic activity of the traffickers.

A review of newspaper articles from January 2003 to August 2004 in Curaçao (eight dailies and one weekly) and St. Maarten (2 dailies) revealed that newspapers often

publish reports of issues pertaining to immigration. Most of the news items were accounts of irregular immigrants that were arrested and awaiting deportation. In terms of articles on human trafficking, the news media in Curaçao published a story in June 2004 about a couple being accused of child abuse. While investigating the case the police stumbled on the fact that the children in question were not the biological children of the couple, and the couple refused to co-operate with the police concerning their real identity. Some newspapers started calling this a case of trafficking in children.

The Jamaican media reflected an awareness and understanding of trafficking in persons. Articles were written by staff reporters, regular columnists, and guest columnists. They had both a local and international context, as there were features on trafficking in Jamaica and trafficking in other countries. Media reported characteristics of victims or potential victims, locations of exploitative activities, and also put forward 'theories' about kidnapped victims falling prey to international trafficking. Traffickers were described as heads of organized crime, nightclub owners, pimps, and parents of child prostitutes.

The above examples reiterate that the media is an important mechanism for raising awareness on the issue of trafficking in persons. This medium can also be a tool for educating the public as to the differences between migrant smuggling, exploitation, and human trafficking. Moreover, the media can be an effective partner in explaining how trafficking in persons affects the country and region, and why the public should consider this an important phenomenon within their communities.

### **Conclusion**

Migration is extensive within the Caribbean, including irregular migration. As previously stated, it is difficult to identify trafficking victims within regular and irregular migration flows. Through a combination of qualitative and quantitative methods, including literature reviews, national surveys, and key informant interviews, this exploratory research points to some level of human trafficking -internal and/or external- in all countries studied.

Victims of human trafficking in the Caribbean region were found to be men, women, boys, and girls from the Caribbean as well as extra-regional countries. These victims were found in multiple forms of exploitation including sexual exploitation, forced labour, and domestic servitude. While women and girls were found to be vulnerable due to gender based violence, discrimination, and sexual exploitation, boys were increasingly found to be at risk. Some boys were already living on the streets and were exposed to drug traffickers, while others were forced into sexual relationships with older men as a means of survival for themselves or their families.

Major push factors across the Caribbean included poverty, socioeconomic status, and inequality-often based on gender and/or ethnicity. Push factors are combined with recruitment methods such as newspaper advertisements, Internet sites, and radio ads, to manipulate flows of low-skilled and cheap labour throughout the Caribbean.



While the countries did not have widespread human trafficking, in all countries examined in this research exploitative labour conditions, especially of migrant populations, were found to exist. Many informants recognised that migrants – some of which were potential victims – come from dire situations and may choose to remain in exploitative situations rather than return home. Some informants also expressed negative opinions of migrant workers, especially those in the sex or entertainment industry. The combination of discrimination and exploitation make migrants even more vulnerable to human trafficking.

The crime of human trafficking is believed to operate in conjunction with other organized criminal activities, such as migrant smuggling or drug trafficking. Though the extent of this link is not yet known, criminals will expand into lucrative operations based on demand, especially when the mechanisms, in terms of movement and transportation, are already in place. Corruption and complacency are concerns throughout the Caribbean region and contribute to the facilitation of trafficking in persons.

Government and non-governmental organizations are important resources for counter-trafficking efforts. The complexity of trafficking in persons requires a multi-agency approach to strengthen and create legislation, conduct education and awareness-raising, and provide services to victims of human trafficking. Adding the media as a public information and education ally can be an effective strategy in combating trafficking in persons.

This research was primarily a qualitative exercise and was not intended to supply statistics as to the numbers of trafficking victims within each country, but rather to provide a starting point for the participating countries to examine the problem of human trafficking within their local context and to encourage dialogue about how to combat this crime within the Caribbean region. Trafficking in persons does exist at some level in all of the countries included in this research. The potential for it to grow makes a strong proactive approach in addressing the issue of trafficking in persons important for the Caribbean region.



## **Regional Recommendations**

IOM would like to recommend the following measures in order to address the current situation of trafficking in persons in the Caribbean, as well as support preventative efforts to limit its growth. These recommendations outlined below are drawn from international standards outlined in the UN Protocol and other international documents. These recommendations include regional and country-level recommendations.

It is important to note that while each country in the Caribbean has a unique context that must be reflected in national strategies, there are several areas that countries throughout the region can support each other in being able to respond to this serious crime. These recommendations are intended as a starting point, and do not provide detailed recommendations for each individual country. IOM also recognizes the different actions that governments across the region have already taken to raise awareness and combat trafficking in persons, these recommendations are intended to support and reinforce those important actions already going on in communities throughout the Caribbean.

### **Policy Framework**

1. Establish and maintain regular contact with national focal points in the region on all issues pertaining to trafficking operations and victim assistance.
2. Consider establishing a National Task Force or Working Group on Trafficking in Persons that brings together relevant ministries, agencies, intergovernmental organizations, non-governmental organizations, and representatives of civil society to monitor trafficking in persons as well as develop and implement policy to combat trafficking.
3. For countries without a National Plan of Action and a recognized concern about trafficking in persons, establish a sustainable National Plan of Action that identifies the key actions of the government in the area of prevention, protection and prosecution. Within the Plan, identify the government ministry or agency responsible, necessary financial resources, a timeline for implementing the different actions included in the Plan, and a monitoring and evaluation process.

### **Legal Framework**

4. Sign and ratify the United Nations Convention against Transnational Organized Crime, and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children.
5. Working with the Legislative Drafting Facility within the CARICOM Secretariat, draft a regional model law on trafficking in persons that can be used as a guide by States in implementing the Protocol and assist the region in harmonizing their counter trafficking legal response. This legislation should, at a minimum:
  - a. Define precisely the crime of trafficking in accordance with international standards, and include expressly all exploitative practices covered by the international definition of trafficking such as debt bondage, forced labour, and forced prostitution as well as any particular forms of exploitation that are relevant to the Caribbean region;

- b. Ensure that definitions of trafficking reflect the need for special safeguards and care for children, including appropriate legal protection;
  - c. Ensure that trafficked persons are not punished for any offences or activities related to them having been trafficked, such as prostitution and immigration violations;
  - d. Ensure that victims of trafficking are protected from summary deportation, or return where there are reasonable grounds to suspect that such return would represent a significant security risk to the trafficked person or to his/her family;
  - e. Consider temporary or permanent residency in countries of transit or destination for trafficking victims in exchange for testimony against alleged traffickers, or on humanitarian and compassionate grounds;
  - f. Ensure that victims of trafficking are offered the possibility of obtaining compensation for damages suffered;
  - g. Provide for proportional criminal penalties to be applied to persons found guilty of trafficking in aggravating circumstances, including offences involving trafficking in children or offences committed or involving complicity by State officials; and
  - h. Provide for the confiscation of the instruments and proceeds of trafficking, and related offences, to be used for the benefit of trafficked persons.
6. Using the *Legal Review on Trafficking in Women and Children in the Caribbean* as a basis, identify current national legal codes that are applicable to prosecuting trafficking in persons and train law enforcement officials and the judiciary on their application.

#### **Investigation and Prosecution of Traffickers**

7. Strengthen training for law enforcement personnel, immigration and customs officials, prosecutors and judges, and other relevant officials in the prevention of trafficking, prosecuting the traffickers, and protecting the rights of victims, including child victims as well as the critical role that victims have in providing evidence and serving as witnesses in criminal investigations.
8. Establish direct channels of communication within and between Caribbean countries as well as extra-regional countries like Brazil, Canada, Columbia, the Netherlands, Spain, the United Kingdom, the Unites States, and Venezuela, which link investigators, law enforcement agencies, regional and intergovernmental agencies. This could be modeled on experience with Interpol, the Caribbean Financial Task Force or the Mutual Legal Assistance Treaties.
9. Take necessary measure to identify and trace financial proceeds from trafficking in persons. These proceeds should be confiscated and or seized if it is proven that they are a result of the trafficking crime. Money confiscated could be used to fund victim assistance programmes and provide individualized victim compensation.

#### **Prevention, Awareness Raising and Information Sharing**

10. Use information materials provided through IOM and other organizations to support the development and dissemination of regional and national awareness on trafficking in persons that focus on raising public awareness among particular target groups

including victims, policymakers, law enforcement officials, medical and social service providers, diplomatic and consular staff and the media on human trafficking, the differences between human trafficking and smuggling and the response of each country in prosecuting traffickers and protecting victims.

- a. Special attention should be given to educating families about the recruitment of under-aged children and risk of exploitation children.
- b. Outreach and awareness raising efforts in communities of origin should be linked with community development programmes offering other options for income generation and/or education.

### **Data collection**

11. Across the region, standardize the collection of information and field data on trafficking, and related movements, such as irregular migration and migrant smuggling, which may include a trafficking element. Ensure the disaggregation of migration data on the basis of age, gender, nationality, date and place of entry and departure, place of visa renewal, overstay and deportation. Share this data with counterparts across the region.

### **Identification, Assistance and Support to Victims**

12. Establish regional screening and victim identification guidelines to support the rapid and accurate identification of trafficked persons, and ensure that special procedures are in place for the rapid identification of trafficked children consistently across the region.
13. Introduce standard procedures within the region for the voluntary return and reintegration of victims of trafficking in their countries of origin, and the extradition of traffickers for prosecution. Use the IOM Global Emergency Fund to provide assistance in the interim and consider establishing a regional voluntary return and reintegration fund.
14. Identify government and non-governmental existing resources that could be used to assist trafficking victims. Establish a strategy to provide assistance to victims of trafficking, to ensure the proper identification and referral of trafficked persons, including trafficked children, and to ensure that they receive adequate assistance while protecting their human rights. Victim assistance services should include: safe and appropriate accommodation, counselling, health care, free legal assistance, education, vocational and employment opportunities.
  - Identify a national hotline that can serve as the information point for the community, government and non-governmental officials, media, migrant groups, potential victims of trafficking and victims of trafficking.
  - Targeted training to government and non-governmental organizations, to develop the capacity of reception centres or other shelters to receive trafficked persons by providing physical security, basic material assistance, medical care, psychological counselling, and legal assistance to victims.



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## Appendix A

### Results from the Self-Administered National Survey in The Bahamas

The Survey was administered to forty-seven participants. Frequencies were used to represent the responses to each question. Numerous questions elicited multiple responses from the participants.

#### Demographic Information of the Key Informants

<b>GENDER</b>	
Male	14
Female	31
No response	2

<b>AGE</b>	
18-25	0
26-40	13
41-55	25
56-65	7
65+	0
No response	2

<b>EDUCATIONAL LEVEL</b>	
Secondary	11
Some technical	2
Technical degree	5
Advanced studies	24
No response	5

<b>CIVIL STATUS</b>	
Single	13
Married	24
Separated	1
Divorced	2
Widowed	2
No response	5

<b>PLACE OF EMPLOYMENT</b>	
Government agency	41
NGO	0
Academic institution	0
Faith-based organization	2
International organization	1
Self-employed	1
Retired	2
Other	0
No response	0

<b>POSITION WITH AGENCY</b>	
Policy / Planning	0
Administration:	13
Senior level	11
Mid level	8
Junior level	3
Technical / Operations	2
Clerical / Secretarial	1
Other	4
No response	5

**1. In your opinion, what is trafficking in persons?**

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of this research. According to this Protocol, “Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

For the purposes of this survey, the three stages of this definition are identified as the *recruitment*, *movement*, and *exploitation* of individuals.

8	Got one of the three stages of the definition correct
21	Got two of the three stages of the definition correct
10	Got all of the stages of the definition correct
4	Did not get any of the stages of the definition correct
4	No response

**2. In your view, do you think trafficking in persons is a problem in your country?**

24	Yes
20	No
3	No response

***Of the Yes's (24):***

4	Got one of the stages the definition correct
11	Got two out of the three stages of the definition correct
3	Got all of the stages of the definition correct
2	Did not get any of the stages correct
4	No response

***Of the No's (20):***

4	Got one of the stages the definition correct
9	Got two of the three stages of the definition correct
7	Got all of the stages of the definition correct
0	Did not get any of the stages correct

**3. Are you aware of any trafficking in persons IN your country?**

19	Yes
22	No
6	No response

***Check all that apply:***

*Frequencies represent multiple responses of the 19 participants that answered 'Yes' to question #3.*

	<i>Gender</i>		<i>Age</i>		<i>Forms of Exploitation</i>
11	Mostly women	0	0-12	3	Forced prostitution
7	Mostly men	0	13-17	5	Forced labour
1	Mostly girls	6	18-25	12	Domestic servitude
0	Mostly boys	10	26-40	1	Other
0	Mostly children	3	41-55	3	No response
4	Mix	0	56-65		
0	No response	0	65+		
		4	No response		

**Please explain and describe including place of origin: *(using their wording)***

9	Jamaica
8	Haiti
2	China/Asia <i>(including India)</i>
3	Africa
2	Central & South America
1	West Indies/Caribbean
3	Cuba
2	Dominican Republic
1	Guyana

**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

4	Yes
37	No
6	No response

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*Responses represent multiple answers of the 4 participants that responded ‘Yes’ to question #4.*

	<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>
2	Mostly women	0	0-12	2	Forced prostitution
1	Mostly men	0	13-17	1	Forced labour
0	Mostly girls	2	18-25	2	Domestic servitude
0	Mostly boys	2	26-40	1	Other
0	Mostly children	1	41-55	0	No response
1	Mix	0	56-65		
	No response	0	65+		
		1	No response		

**5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country? If yes, please answer the following questions.**

40	No
7	Yes
0	No response

**Form of Exploitation:**

*Frequencies represent the multiple responses of the 7 respondents that answered ‘Yes’ to question # 5.*

0	Forced prostitution
5	Forced labour
5	Domestic servitude
0	No response

**How many were arrested?**

2	Three
1	“Many”
4	No response

**Convicted?**

2	Three
1	“Few”
4	No response

**6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?**

26	Yes
11	No
6	No Response
4	Uncertain/Don't Know

**If yes, please describe:**

*Frequencies represent multiple responses of the 26 participants that answered 'Yes' to question #6.*

9	Child Labour & Young Persons Act
1	Forced labour
2	Fair Labour Act
3	Employment Act
2	Penal code
1	Domestic Violence & Sexual Offences Act
7	Don't know
1	No response

**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

5	Yes
40	No
2	No response

**If yes, to whom?**

*Responses represent multiple responses of the 5 participants that responded 'Yes' to question #7.*

2	Clergy
1	Law enforcement
3	Friends
1	Family
1	Neighbor
2	Medical
0	Client
2	Government agency
0	Other
0	No response

**8. If they haven't told anyone, what are the main reasons why not? (please check all that apply).**

*Frequencies represent multiple responses of 9 participants.*

5	Don't know where to go for help
4	Fear of harm to self
3	Lack of trust of local officials
2	Victim or family doesn't know the incident is a crime
2	Threat to family
1	Shame or social stigma
1	Other
38	No response

**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

*Responses represent multiple answers of 31 participants.*

21	Ministry of Labour and Immigration
10	Min of Social Services and Community Development
10	Royal Bahamas Defense Force
10	Royal Bahamas Police Force
4	Crisis centre
3	Public health
2	Ministry of Foreign Affairs
1	Embassies
1	Salvation Army
1	Bahamas Christian Council
1	Port authority
1	US Coast Guard
3	None
5	Don't know
16	No response

**Please check all relevant services they provide**

*Responses represent multiple answers of 31 participants who answered question #9.*

<i>Prevention</i>		<i>Protection</i>		<i>Prosecution</i>	
11	Information and awareness raising	16	Shelter	13	Criminal investigations
6	Migration information centers	9	Counseling / Psychological	8	Law enforcement training
1	Job skills training	3	Victim / Witness	2	Prosecutor training

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			protection		
5	Research	6	Voluntary return home	0	Judicial training
4	Seminars	2	Financial compensation	2	Policy / legislation
4	Advocacy	2	Advocacy	0	Other
1	Other	3	Legal assistance	7	No response
7	No response	4	Religious		
		0	Other		
		3	No response		

**10. In your opinion, how well so you think this response is working? Are there any gaps?**

*Nineteen participants responded to question #10. Frequencies represent multiple answers.*

1	Lack of network
5	Gaps
2	No service in place yet
3	Working well
1	Not sure
1	Need to ratify protocol
2	Educate agencies more
4	Not working well
28	No response

**11. In your opinion, what needs to be done to combat trafficking in persons within your country? Please priorities.**

*Twenty- seven participants responded to question #11. Frequencies represent multiple answers.*

12	More awareness, education, media coverage
8	Stricter criminal penalties for all parties involved
5	Ratify protocol / more legislation
7	Training including law enforcement training
1	Criminal investigations
4	Protection of victims including shelter and rehabilitation
1	Background checks on persons sponsoring migrants
2	Deportation
3	Establish a networking system for agencies
1	Establish a data base
1	Counseling
1	Put system in place
20	No response

**Results from the Self-Administered Survey in Barbados**

The Survey was administered to forty-one participants. Frequencies were used to represent the responses to each question. Numerous questions elicited multiple responses from the participants.

**Demographic Information of the Key Informants**

<b>GENDER</b>	
Male	13
Female	26
No response	2

<b>AGE</b>	
18-25	2
26-40	10
41-55	20
56-65	5
65+	4
No response	0

<b>EDUCATIONAL LEVEL</b>	
Secondary	7
Technical degree	1
Advanced studies	32
No response	1

<b>CIVIL STATUS</b>	
Single	13
Married	19
Separated	2
Divorced	3
Widowed	1
No response	3

<b>PLACE OF EMPLOYMENT</b>	
Government agency	21
NGO	11
Academic institution	1
Faith-based organization	0
International organization	4
Self-employed	0
Retired	3
Other	1
No response	0

<b>POSITION WITH AGENCY</b>	
Policy / Planning	6
Administration	7
Senior level	7
Mid level	3
Junior level	0
Technical / Operations	4
Clerical / Secretarial	2
Other	6
No response	6



**1. In your opinion, what is trafficking in persons?**

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of this research. According to this Protocol, “Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

For the purposes of this survey, the three stages of this definition are identified as the *recruitment*, *movement*, and *exploitation* of individuals.

8	Got one of the three stages of the definition correct
17	Got two of the three stages of the definition correct
13	Got all of the stages of the definition correct
0	Did not get any of the stages of the definition correct
3	No response

**2. In your view, do you think trafficking in persons is a problem in your country?**

18	Yes
16	No
7	No response

***Of the Yes's (18):***

2	Got one of the stages of the definition correct
11	Got two of the three stages of the definition correct
5	Got all of the stages of the definition correct
0	Did not get any of the stages of the definition correct

***Of the No's (16):***

1	Got one of the stages of the definition correct
7	Got two of the three stages of the definition correct
8	Got all of the stages of the definition correct
0	Did not get any of the stages of the definition correct

**3. Are you aware of any trafficking in persons IN your country?**

16	Yes
22	No
3	No response

***Check all that apply:***

*Frequencies represent multiple responses of the 16 participants that answered 'Yes' to question #3.*

	<i>Gender</i>		<i>Age</i>		<i>Form of Exploitation</i>
13	Mostly women	0	0-12	8	Forced prostitution
1	Mostly men	1	13-17	3	Forced labour
0	Mostly girls	10	18-25	3	Domestic servitude
0	Mostly boys	5	26-40	1	Other
0	Mostly children	1	41-55	4	No response
1	Mix	0	56-65		
2	No response	0	65+		
		5	No response		

***Please explain and describe including place of origin: (using their wording)***

8	Guyana
3	Trinidad
2	Dominican Republic
2	Eastern Europe
2	Santa Domingo
1	Haiti
1	Brazil
1	St. Vincent
1	Germany
1	Finland
1	Europe

**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

2	Yes
30	No
9	No response

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*Frequencies represent multiple responses of the 2 participants that answered 'Yes' to question #4.*

	<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>
1	Mostly women	0	0-12	0	Forced prostitution
0	Mostly men	0	13-17	0	Forced labour
0	Mostly girls	1	18-25	1	Domestic servitude
0	Mostly boys	1	26-40	0	No response
0	Mostly children	0	41-55		
0	Mix	0	56-65		
0	No response	0	65+		
		0	No response		

**5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country? If yes, please answer the following questions.**

5	Yes
36	No
0	No response

**Form of Exploitation:**

*Frequencies represent the multiple responses of the 5 participants that answered 'Yes' to question #5.*

3	Forced prostitution
3	Forced labour
1	Domestic servitude

**How many were arrested?**

1	One
4	No response

**Convicted?**

1	None
4	No response

**6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?**

24	Yes
7	No
6	No response
4	Uncertain

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**If yes, please describe:**

*Frequencies represent multiple responses of the 24 participants that answered ‘Yes’ to question #6.*

9	Child labour laws
4	The UN Convention on the Rights of the Child
1	ILO Convention on Migrant Labour
2	ILO Convention on the Worst Forms of Child Labour
2	Laws against forced prostitution
1	The Offenses Against the Persons Act
2	Laws against forced labour
1	Sexual Offenses Act
1	Prevention of cruelty to children
1	Protection of Children Act

**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

6	Yes
29	No
6	No response

**If yes, to whom?**

*Frequencies represent multiple responses of the 6 participants that answered ‘Yes’ to question #7.*

0	Clergy
0	Law enforcement
2	Friends
0	Family
0	Neighbor
0	Medical
1	Client
1	Government agency
2	Other – NGO, Trade Union
1	No response

**8. If they haven’t told anyone, what are the main reasons why not? (please check all that apply)**

*Frequencies represent multiple responses of 6 participants.*

6	Don’t know where to go for help
7	Fear of harm to self
8	Lack of trust of local officials

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5	Victim or family doesn't know the incident is a crime
0	Threat to family
4	Shame or social stigma
1	Other
31	No response

**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

1	PAHO
5	Ministry of Social Transformation
1	National Organization for Women
1	The Barbados Government
6	Immigration Department
6	Police
2	Home Office
1	Substance abuse
1	Defense
2	Customs
3	Business and Professional Women Club
3	Labour Unions
1	IOM
1	National HIV/AIDS Commission
2	Public health
6	Don't know
18	No response

**Please check all relevant services that they provide:**

*Frequencies represent the multiple responses of the 13 participants who answered question #9.*

<i>Prevention</i>		<i>Protection</i>		<i>Prosecution</i>	
7	Information and awareness raising	5	Shelter	2	Criminal investigations
0	Migration information centres	8	Counseling / Psychological	1	Law enforcement training
2	Job skills training	4	Victim / witness protection	1	Prosecutor training
1	Research	1	Voluntary return home	1	Judicial training
3	Seminars	0	Financial compensation	2	Policy / legislation
3	Advocacy	4	Advocacy	0	No response

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0	Other	2	Legal assistance		
0	No response	1	Religious		
		0	No response		

**10. In your opinion, how well so you think this response is working? Are there any gaps?**

*Forty one participants responded to question #10. Frequencies represent multiple answers.*

1	Awareness building needed
1	Need to pass more laws
5	More coordinated approach needed
0	No service in place yet
1	Working well because there is knowledge
0	Not sure
0	Need to ratify protocol
0	Educate agencies more
2	Not working well
31	No response

**11. In your opinion, what needs to be done to combat trafficking in persons within your country? Please priorities.**

*Forty-one participants responded to question #11. Frequencies represent multiple answers.*

2	Put system in place
11	More awareness / education
10	Ratify protocol / more legislation
1	Training
2	More criminal investigations
0	Law enforcement training
1	Protection of victims
3	Collaboration
3	Rehabilitation for victims
0	Stricter criminal penalties for all parties involved
0	Background checks on persons sponsoring migrants
0	Deportation
1	Specialized agency
1	Shelter
1	Counseling
0	More media coverage
6	More research
1	Don't know
17	No response

**Results from the Self-Administered National Survey in Guyana**

The Survey was administered to twenty-four participants. Frequencies were used to represent the responses to each question. Numerous questions elicited multiple responses from the participants.

**Demographic Information of the Key Informants**

<b>GENDER</b>	
Male	8
Female	15
No response	1

<b>AGE</b>	
18-25	0
26-40	6
41-55	14
56-65	2
65+	1
No response	1

<b>EDUCATIONAL LEVEL</b>	
Secondary	6
Some technical	3
Technical degree	1
Advanced studies	13
No response	1

<b>CIVIL STATUS</b>	
Single	6
Married	14
Separated	0
Divorced	1
Widowed	1
No response	2

<b>PLACE OF EMPLOYMENT</b>	
Government agency	16
NGO	1
Academic institution	0
Faith-based organization	0
International organization	2
Self-employed	3
Retired	0
Other (Guyana Police Force)	1
No response	1

<b>POSITION WITH AGENCY</b>	
Policy / Planning	1
Administration	8
Senior level	8
Mid level	0
Junior level	1
Technical / Operations	0
Clerical / Secretarial	1
Other	1
No response	4

**1. In your opinion, what is trafficking in persons?**

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of this research. According to this Protocol, “Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

For the purposes of this survey, the three stages of this definition are identified as the *recruitment*, *movement*, and *exploitation* of individuals.

7	Got one of the three stages of the definition correct
8	Got two of the three stages of the definition correct
3	Got all of the stages of the definition correct
3	Did not get any of the stages of the definition correct
3	No response

**2. In your view, do you think trafficking in persons is a problem in your country?**

20	Yes
1	No
3	No response

*Of the Yes's (20):*

6	Got one of the stages of the definition correct
6	Got two of the three stages of the definition correct
3	Got all of the stages of the definition correct
3	Did not get any of the stages of the definition correct
2	No response

*Of the No's (1):*

1	Got two of the three stages of the definition correct
---	---



**3. Are you aware of any trafficking in persons IN your country?**

19	Yes
5	No
0	No response

**Check all that apply:**

*Frequencies represent multiple responses of the 19 participants that answered 'Yes' to question #3.*

	<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>
6	Mostly women	3	0-12	13	Forced prostitution
0	Mostly men	15	13-17	14	Forced labour
2	Mostly children	8	18-25	9	Domestic servitude
10	Mostly girls	1	26-40	2	No response
1	Mostly boys	0	41-55		
5	Mix	0	56-65		
2	No response	0	65+		
		2	No response		

**Please explain and describe including place of origin: (using their wording)**

3	The Hinterland Regions
3	All areas of Guyana, particularly Corriverton, Region 6
3	Interior areas of the city
2	Mining industries, liquor restaurants, market places
1	Girls from the Pameroon River Region
1	East Barbice – in the Chinese Restaurants
1	Lethem Regions
1	Amerindians in Bartica
3	No Response

**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

7	Yes
13	No
4	No response

*Frequencies represent multiple responses of the 7 participants that answered 'Yes' to question #4.*

*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

	<i>Gender</i>		<i>Age</i>		<i>Form of Exploitation</i>
3	Mostly women	0	0-12	1	Forced prostitution
0	Mostly men	2	13-17	2	Forced labour
0	Mostly children	2	18-25	4	Domestic servitude
2	Mostly girls	0	26-40	3	No response
0	Mostly boys	1	41-55		
1	Mix	0	56-65		
2	No response	0	65+		
		2	No response		

**5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country? If yes, please answer the following questions.**

8	Yes
2	No
14	No response

**Form of Exploitation:**

*Frequencies represent the multiple responses of the 8 respondents that answered 'Yes' to question #5.*

4	Forced prostitution
3	Forced labour
4	Domestic servitude
1	No response

**How many were arrested? Convicted?**

1	Knew of 2 arrests
7	No response

**Convicted?**

8	No response
---	-------------

**6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?**

15	Yes
3	No
5	No response
1	Uncertain

**If yes, please describe:**

*Frequencies represent multiple responses of the 15 participants that answered 'Yes' to question #6.*

*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

4	Child labour
1	Forced prostitution
2	Convention on the Rights of the Child
3	Believe the laws lack implementation
1	Trafficking prosecution follow regular legal procedures
1	Don't know
3	No response

**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

9	Yes
11	No
4	No response

**If yes, to whom?**

*Frequencies represent multiple responses of the 9 participants that answered 'Yes' to question #7.*

0	Clergy
1	Law enforcement
3	Friends
3	Family
4	Neighbor
0	Medical
1	Client
3	Government Agency
0	Other

**8. If they haven't told anyone, what are the main reasons why not? (please check all that apply).**

*Frequencies represent multiple responses of 9 participants.*

3	Don't know where to go for help
2	Fear of harm to self
2	Lack of trust of local officials
3	Victim or family doesn't know the incident is a crime
1	Threat to family
4	Shame or social stigma
0	Other
2	No response

**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

11	Ministry of Labour, Human Services and Social Security
4	Police Force
1	Probation and Family Services
6	Social Services: women's groups and human rights groups
1	School CTA
11	No response

**Please check all relevant services that they provide.**

*Frequencies represent the multiple responses of the 13 participants who answered question #9.*

<i>Prevention</i>		<i>Protection</i>		<i>Prosecution</i>	
8	Information and awareness raising	6	Shelter	8	Criminal investigations
0	Migration information centres	10	Counseling/ Psychological	3	Law enforcement training
2	Job skills training	2	Victim/ witness protection	0	Prosecutor training
2	Research	2	Voluntary return home	0	Judicial training
7	Seminars	1	Financial compensation	3	Policy / legislation
5	Advocacy	3	Advocacy	7	No response
0	Other	6	Legal assistance		
5	No response	1	Religious		
		3	No response		

**10. In your opinion, how well do you think this response is working? Are there any gaps?**

*Nine participants responded to question #10. Frequencies represent multiple answers.*

1	Working fairly well but with limitations
5	Gaps: Lack of finances and personnel and between the cases reported and the help offered
1	The national response is in its infancy stage
3	Not working well
8	No response

**11. In your opinion, what needs to be done to combat trafficking in persons within your country? Please prioritize.**

*Eighteen participants responded to question #11. Frequencies represent multiple answers.*

15	Increase education and raise awareness
1	Ratify protocol / create new legislation
2	Training and income generation
3	Implement a National Strategy with increased agency capacity and increased access to funding
3	Protection of victims
2	Network
2	Create adequate jobs as a means of prevention
6	Institute the existing law and improve law enforcement
1	Address the root development issues: poverty etc
1	Improve security especially at the borders
7	No response

**Results from the National Survey in Jamaica**

The Survey was administered to twenty-six participants. Frequencies were used to represent the responses to each question. Numerous questions elicited multiple responses from the participants.

**Demographic Information of the Key Informants**

<b>GENDER</b>	
Male	3
Female	21
No response	2

<b>AGE</b>	
18-25	0
26-40	9
41-55	14
56-65	1
65+	2
No response	0

<b>EDUCATIONAL LEVEL</b>	
Secondary	1
Some Technical	1
Technical Degree	2
Advanced studies	22
No response	0

<b>CIVIL STATUS:</b>	
Single	12
Married	8
Separated	2
Divorced	1
Widowed	1
No response	2

<b>PLACE OF EMPLOYMENT</b>	
Government agency	15
NGO	7
Academic institution	0
Faith-based organization	0
International organization	0
Self-employed	0
Retired	1
Other	3
No response	0

<b>POSITION WITH AGENCY</b>	
Policy / Planning	7
Administration	10
Senior level	3
Mid level	
Junior level	1
Technical / Operations	5
Clerical / Secretarial	
Other: Counsellor	2
Accountant	1
Instructor	1
No response	2

**1. In your opinion, what is trafficking in persons?**

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of this research. According to this Protocol, “Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

For the purposes of this survey, the three stages of this definition are identified as the *recruitment*, *movement*, and *exploitation* of individuals.

4	Got one of the three stages of the definition correct
7	Got two of the three stages of the definition correct
10	Got all of the stages of the definition correct
3	Did not get any of the stages of the definition correct
2	No response

**2. In your view, do you think trafficking in persons is a problem in your country?**

20	Yes
4	No
1	I don't know
1	No response

***Of the Yes's (20):***

4	Got one stage of the definition correct
6	Got two of the three stages of the definition correct
5	Got all of the stages of the definition correct
4	Did not get any of the stages of the definition correct
1	No response

***Of the No's (4):***

0	Got one of the stages of the definition correct
0	Got two of the three stages of the definition correct
4	Got all of the stages of the definition correct
0	Did not get any of the stages of the definition correct
0	No response

**3. Are you aware of any trafficking in persons IN your country?**

14	Yes
11	No
2	No response

**Check all that apply:**

*Frequencies represent multiple responses of the 14 participants who answered 'Yes' to question #3.*

<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>	
9	Mostly women	1	0-12	5	Forced prostitution
0	Mostly men	3	13-17	3	Forced labour
2	Mostly girls	5	18-25	4	Domestic servitude
1	Mostly boys	3	26-40	2	Other: drug trafficking
0	Mostly children	0	41-55	3	No response
2	Mix	0	56-65		
2	No response	0	65+		
		5	No response		

**Please explain and describe including place of origin: (using their wording)**

1	Caribbean region
2	China
1	Dominica
2	Dominican Republic
4	Jamaica
1	Russia
4	No response

**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

7	Yes
16	No
3	No response

*Frequencies represent multiple responses of the 7 participants who answered 'Yes' to question #4.*



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<i>Gender</i>		<i>Age</i>		<i>Form of Exploitation</i>	
3	Mostly women	0	0-12	3	Forced prostitution
0	Mostly men	0	13-17	3	Forced labour
0	Mostly girls	2	18-25	2	Domestic servitude
0	Mostly boys	3	26-40	4	Other: Drug trafficking
0	Mostly children	0	41-55	0	No response
2	Mix	0	56-65		
2	No response	0	65+		
		2	No response		

**5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country?**

5	Yes
10	No
12	No response

**Form of Exploitation:**

*Frequencies represent the multiple responses of the 5 respondents who answered 'Yes' to question #5.*

3	Forced prostitution
1	Forced labour
0	Domestic servitude
2	Other: Drugs

**How many were arrested?**

2	None
1	One
1	Hundreds (this respondent has responded to #5 with 'drugs')
1	No response

**Convicted?**

1	None
1	Hundreds (this respondent has responded to #5 with 'drugs')
3	No response

**6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?**

22	Yes
0	No
5	No response

**If yes, please describe:**

*Frequencies represent multiple responses of the 22 participants who answered 'Yes' to question #6.*

1	Forced labour
5	Child labour
2	Prostitution/ Carnal abuse
5	Child Care and Protection Act
3	Labour relations laws / Trade union legislation
6	Offence Against the Persons Act
2	Juvenile Act
1	Convention on the Rights of the child
1	Cedaw, Article 6

**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

4	Yes
21	No
1	No response

**If yes, to whom?**

*Frequencies represent multiple responses of the 4 participants who answered 'Yes' to question #7.*

0	Clergy
1	Law enforcement
3	Friends
2	Family
1	Neighbour
0	Medical
0	Client
0	Government agency
1	Other: NGO Counsellor

**8. If they haven't told anyone, what are the main reasons why not? (please check all that apply)**

*Frequencies represent the multiple responses of 11 participants.*

6	Don't know where to go for help
9	Fear of harm to self
7	Lack of trust of local officials
4	Victim or family doesn't know the incident is a crime
7	Threat to family

*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

8	Shame or social stigma
1	Other: Filial piety
1	Lack of self confidence
1	Fear of deportation

**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

2	The Bureau of Women's Affairs
1	Drug Abuse Secretariat
1	Kingston Restoration Company
2	Ministry of National Security
1	Children's Services Division and associated agencies
1	Victim Support Unit, Ministry of Justice
1	Foreign Affairs
1	Ministry of Health
1	Hibiscus
1	Jamaicans for Justice
1	People's Action for Community Transformation (P.A.C.T.)

**Which relevant services are the above agencies providing for trafficking victims?**

*Frequencies represent the multiple responses of the 8 participants who answered question #9.*

<b>Prevention</b>		<b>Protection</b>		<b>Prosecution</b>	
5	Information and awareness raising	1	Shelter	2	Criminal investigations
0	Migration information centers	3	Counselling / Psychosocial	1	Law enforcement training
3	Job skills training	3	Victim/ witness protection	0	Prosecutor training
2	Research	2	Voluntary return home	0	Judicial training
3	Seminars	0	Financial compensation	2	Policy / legislation
6	Advocacy	0	Advocacy	0	No response
0	Other	1	Legal assistance		
0	No response	1	Religious		
		0	No response		

**10. In your opinion, how well do you think the response is working? Are there any gaps?**

*Nine participants responded to question #10. Frequencies represent multiple answers.*

6	Gaps
1	Response is not working well.
4	Public awareness/ education.
1	Ease of access to services
1	Sensitivity of relevant personnel
1	Public trust in the existing services
1	Slow justice system
1	Evidence collection sometimes flawed

**11. In your opinion, what needs to be done to combat trafficking in persons within your country?**

*Nineteen participants responded to question #11. Frequencies represent multiple answers.*

14	Public awareness/ education.
6	Researching the extent and specific nature of the problem in this population
6	Strengthen Laws
5	Make more jobs available/ Economic growth
2	Support systems geared towards persons at risk/To provide protection, shelter and repatriation to victims
1	Closer monitoring at ports of entry and the general coastline all around the island
1	Training / sensitivity of relevant personnel
1	Parents should be made responsible for crimes committed by their children
1	More funding to support existing and planned programs
1	Collaboration among local and international stakeholders
1	Review immigration policies
1	Preventive programs targeted at the youth
1	Awareness of the spatial dimension—Caribbean region as part of International context
1	Ideological and cultural practices
1	Increased penalties imposed on human traffickers

**Results from the Self-Administered National Survey in St. Maarten,**

The Survey was administered to thirty-eight participants. Frequencies were used to represent the responses to each question. Numerous questions elicited multiple responses from the participants.

**Demographic Information of the Key Informants**

<b>GENDER</b>	
Male	13
Female	24
No response	1

<b>AGE</b>	
18-25	3
26-40	8
41-55	24
56-65	3
65+	0
No response	0

<b>EDUCATIONAL LEVEL</b>	
Secondary	9
Some technical	2
Advanced studies	26
No response	1

<b>CIVIL STATUS</b>	
Single	13
Married	20
Separated	0
Divorced	4
Widowed	0
No response	1

<b>PLACE OF EMPLOYMENT</b>	
Government agency	25
NGO	10
Academic institution	2
Faith-based organization	1
International organization	1
Self-employed	1
Retired	1
Other	1
No response	0

<b>POSITION WITH AGENCY</b>	
Policy / Planning	12
Administration	4
Senior level	8
Mid level	3
Junior level	0
Technical / Operations	1
Clerical / Secretarial	2
Other	10
No response	1

<b>COUNTRY OF ORIGIN</b>	
St. Maarten	27
St. Eustatius	4
Saba	4
Curacao	1
Jamaica	1
No response	1

**1. In your opinion, what is trafficking in persons?**

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of this research. According to this Protocol, “Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

For the purposes of this survey, the three stages of this definition are identified as the *recruitment*, *movement*, and *exploitation* of individuals.

9	Got one of the three stages of the definition correct
13	Got two of the three stages of the definition correct
9	Got all of the stages of the definition correct
6	Did not get any of the stages of the definition correct
1	No response

**2. In your view, do you think trafficking in persons is a problem in your country?**

31	Yes
4	No
2	Not sure
1	No response

***Of the Yes's (31):***

7	Got one of the three stages of the definition correct
12	Got two of the three stages of the definition correct
7	Got all of the stages of the definition correct
5	Did not get any of the stages of the definition correct
0	No response

***Of the No's (4):***

2	Got two stages of the definition correct
1	Got two of the three stages of the definition correct
0	Got all of the stages of the definition correct
1	Did not get any of the stages of the definition correct
0	No response

**3. Are you aware of any trafficking in persons IN your country of origin?**

23	Yes
14	No
1	No response

**Check all that apply:**

*Frequencies represent multiple responses of the 23 participants that answered 'Yes' to question #3.*

	<i>Gender</i>		<i>Age</i>		<i>Form of Exploitation</i>
10	Mostly women	1	0-12	21	Forced prostitution
3	Mostly men	2	13-17	15	Forced labour
7	Mostly girls	17	18-25	11	Domestic servitude
2	Mostly boys	9	26-40	4	No response
0	Mostly children	1	41-55		
8	Mix	0	56-65		
0	No response	0	66+		
		6	No response		

**Please explain and describe including place of origins: (based on multiple responses)**

12	India
11	China
9	Guyana
5	St. Domingo
5	Columbia
5	Jamaica
5	Dominican Republic
4	Haiti
4	Eastern Europe
3	Trinidad
3	Foreign countries including the Caribbean
5	No response

**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

10	Yes
27	No
1	No response

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*Frequencies represent multiple responses of the 10 participants that answered ‘Yes’ to question #4.*

	<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>
2	Mostly women	0	0-12	3	Forced prostitution
1	Mostly men	2	13-17	1	Forced labour
5	Mostly girls	7	18-25	0	Domestic servitude
3	Mostly boys	3	26-40	4	Other: drug trafficking
0	Mostly children	1	41-55	3	No response
0	Mix	0	56-65		
0	No response	0	65+		
		1	No response		

**5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country?**

17	Yes
7	No
14	No response

**Form of Exploitation:**

*Frequencies represent the multiple responses of the 17 respondents that answered ‘Yes’ to question #5.*

15	Forced prostitution
7	Forced labour
6	Domestic servitude
0	No response

**How many were arrested?**

1	“Several”
2	One
1	Two to Three
13	No response

**Convicted?**

1	None
1	“Some”
2	One
13	No response



**6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?**

26	Yes
5	No
7	No response

**If yes, please describe:**

*Frequencies represent multiple responses of the 26 participants who answered 'Yes' to question #6.*

9	The Constitution or penal codes
3	The Labour department and the judicial department
4	Forced labour laws
2	Human rights and the Convention on the Rights of the Child
1	Anti-prostitution laws
6	Not sure
1	No response

**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

21	Yes
15	No
2	No response

**If yes, to whom?**

*Frequencies represent multiple responses to the 21 participants that answered 'Yes' to question #7.*

4	Clergy
5	Law enforcement
5	Friends
0	Family
4	Neighbor
2	Medical
3	Client
6	Government agency
3	Other:
1	NGO
1	Media
0	No response

**8. If they haven't told anyone, what are the main reasons why not? (Please check all that apply)**

*Frequencies represent multiple responses of 16 participants.*

7	Don't know where to go for help
10	Fear of harm to self
11	Lack of trust of local officials
1	Victim or family doesn't know the incident is a crime
4	Threat to family
5	Shame or social stigma
2	Other: fear of deportation
22	No response

**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

*Frequencies represent the multiple responses of 24 participants.*

12	Immigration and Prosecutors Office
7	The Coast Guard
6	The Police Force
6	Law enforcement
4	Women's Desk
1	Clergy
1	Media

**Please check all relevant services that they provide:**

*Frequencies represent the multiple responses of the 24 participants who answered question #9*

<b>Prevention</b>		<b>Prosecution</b>		<b>Protection</b>	
5	Information and awareness raising	5	Shelter	14	Criminal investigations
1	Migration information centers	4	Counseling / Psychological	3	Law enforcement training
1	Job skills training	2	Victim / witness protection	1	Prosecutor training
0	Research	4	Voluntary return home	0	Judicial training
2	Seminars	0	Financial compensation for victims	4	Policy / legislation
1	Advocacy	2	Advocacy	0	Other
0	Other	2	Legal assistance	5	No response
17	No response	0	Religious		
		0	Other		
		14	No response		

**10. In your opinion, how well do you think this response is working? Are there any gaps?**

*Twenty-two participants responded to question #10. Frequencies represent multiple answers.*

4	The response is working poorly
2	The response is working fairly well
4	Inadequate services
1	Human resources are lacking
1	There is too much corruption
10	There are gaps

**11. In your opinion, what needs to be done to combat trafficking in persons within your country? Please prioritize.**

*Thirty-three participants responded to question #11. Frequencies represent multiple answers.*

18	Awareness/ information campaigns
14	New legislation
11	Law enforcement/ police in place at the borders
11	Fight corruption
9	Research
7	Victim protection, shelter and decriminalization
5	Build partnerships and regional cooperation
3	Create deterrents for traffickers
2	Provide training for authorities

**Results from the Self-Administered National Survey in St. Lucia**

The Survey was administered to twenty-eight participants. Frequencies were used to represent the responses to each question. Numerous questions elicited multiple responses from the participants.

**Demographic Information of the Key Informants**

<b>GENDER</b>	
Male	8
Female	19
No response	1

<b>AGE</b>	
18-25	0
26-40	11
41-55	14
56-65	2
65+	0
No response	1

<b>EDUCATIONAL LEVEL</b>	
Secondary	3
Some technical	5
Technical degree	4
Advanced studies	12
No response	4

<b>CIVIL STATUS</b>	
Single	14
Married	11
Separated	0
Divorced	1
Widowed	0
No response	2

<b>PLACE OF EMPLOYMENT</b>	
Government agency	22
NGO	4
Academic institution	0
Faith-based organization	0
International organization	1
Self-employed	0
Retired	0
Other	1
No response	0

<b>POSITION WITH AGENCY</b>	
Policy / Planning	3
Administration	3
Senior level	10
Mid level	0
Junior level	3
Technical / Operations	5
Clerical / Secretarial	1
Other	2
No response	1

**1. In your opinion, what is trafficking in persons?**

The definition of trafficking in persons provided in the United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children, was used to set forth the general framework of this research. According to this Protocol, “Trafficking in persons shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.” (Article 3)

For the purposes of this survey, the three stages of this definition are identified as the *recruitment*, *movement*, and *exploitation* of individuals.

12	Got one of the three stages of the definition correct
7	Got two of the three stages of the definition correct
5	Got all of the stages of the definition correct
3	Did not get any of the stages of the definition correct
1	No response

**2. In your view, do you think trafficking in persons is a problem in your country?**

12	Yes
15	No
1	No response

*Of the Yes's (12):*

5	Got one of the three stages of the definition correct
3	Got two of the three stages of the definition correct
4	Got all of the stages of the definition correct
0	Did not get any of the stages of the definition correct
0	No response

*Of the No's (15):*

5	Got one of the three stages of the definition correct
3	Got two of the three stages of the definition correct
1	Got all of the stages of the definition correct
3	Did not get any of the stages of the definition correct
3	No response

**3. Are you aware of any trafficking in persons IN your country?**

13	Yes
14	No
1	Not sure

**Check all that apply:**

*Frequencies are based upon the multiple responses of the 13 participants who answered 'Yes' to question #3.*

<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>	
8	Mostly women	0	0-12	10	Forced prostitution
1	Mostly men	3	13-17	1	Forced labor
0	Mostly girls	5	18-25	1	Domestic servitude
4	Mostly boys	1	26-40	2	Other
1	Mostly children	0	41-55	2	No response
0	Mix	0	56-65		
2	No response	0	65+		
		6	No response		

**Please explain and describe including place of origin: (using their wording)**

2	Santo Domingo
1	Trinidad
1	Cuba
1	Caribbean Area

**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

2	Yes
21	No
5	No response

*Responses are based upon the multiple answers of the two respondents who answered 'Yes' to question #4:*

<b>Gender</b>		<b>Age</b>		<b>Form of Exploitation</b>	
2	Mostly Women	0	0-12	2	Forced prostitution
0	Mostly Men	2	13-17	1	Forced labour
0	Mostly girls	1	18-25	1	Domestic servitude
0	Mostly boys	1	26-40	1	Other
2	Mostly children	0	41-55	0	No response

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0	Mix	0	56-65		
0	No response	0	65+		
		0	No response		

**5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country? If yes, please answer the following questions.**

5	Yes
6	No
1	Not sure
16	No response

**Form of Exploitation:**

*Frequencies represent the multiple responses of the 5 respondents who answered 'Yes' to question #5.*

4	Forced prostitution
0	Forced labour
0	Domestic servitude
1	Other

**How many were arrested?**

4	None
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**Convicted?**

4	None
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**6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?**

20	Yes
1	No
7	No response

**If yes, please describe:**

*Frequencies represent the multiple responses of the 20 respondents who answered 'Yes' to question #6.*

5	Children and Young Persons Act
9	Civil Code
6	Criminal Code
3	Labor Code

**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

5	Yes
15	No
8	No response

**If yes, to whom?**

*Frequencies represent multiple responses of the 5 participants who answered 'Yes' to question #7*

0	Clergy
2	Law Enforcement
3	Friends
2	Family
2	Neighbor
1	Medical
0	Client
4	Government Agency
4	Other: Counselor / Newspaper

**8. If they haven't told anyone, what are the main reasons why not? (please check all that apply)**

*Frequencies represent multiple responses of 11 participants.*

7	Don't Know where to go for help
9	Fear of harm to self
5	Lack of trust of local officials
3	Victim or family doesn't know the incident is a crime
4	Threat to families
7	Shame or social stigma
1	Other

**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

*Thirteen participants responded to question #9.*

7	Ministry of Health, Human Services and Gender
6	Police
3	Ministry of Foreign Affairs
1	Ministry of Justice
1	Probation Department
1	Family Court
1	Saint Lucia Crisis Center



*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

**Please check all relevant services that they provide:**

*Frequencies represent the multiple responses of 13 participants that answered question #9.*

<i>Prevention</i>		<i>Protection</i>		<i>Prosecution</i>	
4	Information and awareness raising	5	Shelter	4	Criminal investigations
1	Migration information centres	4	Counseling/ Psychological	1	Law enforcement training
1	Job skills training	0	Victim / witness protection	1	Prosecutor training
0	Research	3	Voluntary return home	0	Judicial training
1	Seminars	0	Financial compensation	1	Policy / legislation
2	Advocacy	1	Advocacy	0	Other
0	Other	1	Legal assistance	8	No response
6	No response	1	Religious		
		0	Other		
		6	No response		

**10. In your opinion, how well so you think this response is working? Are there any gaps? (using their words)**

*13 participants responded to question #10. Frequencies represent multiple answers.*

1	Too new to comment
1	Not good
2	Don't know
1	Lack of enforcement
1	Ad hoc management

**11. In your opinion, what needs to be done to combat trafficking in persons within your country? Please priorities. (using their words)**

*Twenty-four participants responded to question #11. Frequencies represent multiple answers.*

19	Public education and awareness
8	Enforcement of the law
7	Reform the law
3	Training for officials (including immigration officers)
3	Apprehension of traffickers
3	Research



IOM International Organization for Migration  
OIM Organisation Internationale pour les Migrations  
OIM Organización Internacional para las Migraciones

## **Appendix B**

### **Semi Structured Interview Guide and Questionnaire - Trafficking**

#### **Trafficking of Persons in the Caribbean Region**

The International Organization for Migration, in coordination with the Inter-American Commission of Women (CIM) of the Organization for American States (OAS) is conducting a research project to assess the current situation regarding trafficking of persons, particularly women and children, in the **Bahamas, Barbados, Guyana, Jamaica, the Netherlands Antilles, Saint Lucia and Suriname**. IOM contracted researchers are administering a survey to governmental, non-governmental organizations and other individuals in order to collect data on the context of trafficking in human beings.

The information obtained in the survey will contribute to a better understanding of the trafficking phenomenon, and increase the awareness about victims, trends, and existing assistance networks. A public report will be published based upon the information gathered in this survey. The information will contribute to the development of national strategies and programs to combat trafficking in your country.

Please note that all information given in this survey will be kept **strictly confidential** and is only for the use of the International Organization for Migration (IOM). All identifying personal information will be removed. Thank you in advance for your time and contribution.

#### **For Interviewer's use only:**

Name of Interviewer: \_\_\_\_\_

Date of Interview: \_\_\_\_\_

Location of Interview: \_\_\_\_\_

Interview Number: \_\_\_\_\_

**General Information**

**Please fill in the following information about yourself:**

Gender	Age	Education Level	Civil Status
<input type="checkbox"/> Male	<input type="checkbox"/> 0-12	<input type="checkbox"/> No schooling	<input type="checkbox"/> Single
<input type="checkbox"/> Female	<input type="checkbox"/> 13-17	<input type="checkbox"/> Less than primary	<input type="checkbox"/> Married
	<input type="checkbox"/> 18-25	<input type="checkbox"/> Primary	<input type="checkbox"/> Separated
	<input type="checkbox"/> 26-40	<input type="checkbox"/> Secondary	<input type="checkbox"/> Divorced
	<input type="checkbox"/> 41-55	<input type="checkbox"/> Some technical	<input type="checkbox"/> Widowed
	<input type="checkbox"/> 56-65	<input type="checkbox"/> Technical degree	
	<input type="checkbox"/> 65+	<input type="checkbox"/> Advanced studies	

**Place of Employment:**

- |  |   |
|--|---|
| <input type="checkbox"/> Government agency             | <input type="checkbox"/> International organization |
| <input type="checkbox"/> Non governmental organization | <input type="checkbox"/> Self employed              |
| <input type="checkbox"/> Academic institution          | <input type="checkbox"/> Retired                    |
| <input type="checkbox"/> Faith based organization      | <input type="checkbox"/> Other: _____               |

**Country of Residency:** \_\_\_\_\_

**Country of Birth:** \_\_\_\_\_

**Information on Migration**

**1. What are the main reasons people come to live and work IN your country?**

- |   |  |
|---|--|
| <input type="checkbox"/> Unemployment / poverty in home country     | <input type="checkbox"/> Asylum: political / social / cultural / religious persecution |
| <input type="checkbox"/> Better job opportunities available         | <input type="checkbox"/> Risk of war   |
| <input type="checkbox"/> Better educational opportunities available | <input type="checkbox"/> Other: _____  |
| <input type="checkbox"/> To join family / friends                   |  |

**2. What are the most common countries of origin of migrants living or working IN your country? Please list.**

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3. Are you aware of people living and working in your country illegally?    Yes    No

4. What do you estimate to be the scale of this type of migration?

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5. Where do they come from?

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6. What are the most common characteristics of these persons? Check all that apply.

Gender	Age	Education Level	Type of Labour IN your country
Adults:	<input type="checkbox"/> 0-12	<input type="checkbox"/> No schooling	<input type="checkbox"/> Tourism/Leisure
<input type="checkbox"/> Mostly women	<input type="checkbox"/> 13-17	<input type="checkbox"/> Primary	<input type="checkbox"/> Agricultural
<input type="checkbox"/> Mostly men	<input type="checkbox"/> 18-25	<input type="checkbox"/> Secondary	<input type="checkbox"/> Mining/logging
<input type="checkbox"/> Both	<input type="checkbox"/> 26-40	<input type="checkbox"/> Some technical	<input type="checkbox"/> Prostitution
Children:	<input type="checkbox"/> 41-55	<input type="checkbox"/> Technical degree	<input type="checkbox"/> Entertainment
<input type="checkbox"/> Mostly boys	<input type="checkbox"/> 56-65	<input type="checkbox"/> Advanced studies	<input type="checkbox"/> Domestic/Household help
<input type="checkbox"/> Mostly girls	<input type="checkbox"/> 65+	<input type="checkbox"/> Unknown	<input type="checkbox"/> Manufacturing
<input type="checkbox"/> Both			<input type="checkbox"/> Informal trading
			<input type="checkbox"/> Other: _____

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7. What countries do most people FROM your country go to? Please list.

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8. What are the most common characteristics for people migrating FROM your country? Check all that apply.

Gender	Age	Education Level	Activity in Country of Destination
Adults:	<input type="checkbox"/> 0-12	<input type="checkbox"/> No schooling	<input type="checkbox"/> Family reunification
<input type="checkbox"/> Mostly women	<input type="checkbox"/> 13-17	<input type="checkbox"/> Primary	<input type="checkbox"/> Professional
<input type="checkbox"/> Mostly men	<input type="checkbox"/> 18-25	<input type="checkbox"/> Secondary	<input type="checkbox"/> Study
<input type="checkbox"/> Both	<input type="checkbox"/> 26-40	<input type="checkbox"/> Some technical	<input type="checkbox"/> Tourism/Leisure
Children:	<input type="checkbox"/> 41-55	<input type="checkbox"/> Technical degree	<input type="checkbox"/> Agricultural
<input type="checkbox"/> Mostly boys	<input type="checkbox"/> 56-65	<input type="checkbox"/> Advanced studies	<input type="checkbox"/> Mining/logging
<input type="checkbox"/> Mostly girls	<input type="checkbox"/> 65+	<input type="checkbox"/> Unknown	<input type="checkbox"/> Prostitution
<input type="checkbox"/> Both			<input type="checkbox"/> Entertainment

			<input type="checkbox"/> Domestic/Household help <input type="checkbox"/> Manufacturing <input type="checkbox"/> Informal trading <input type="checkbox"/> Other: _____
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**9. What are the main reasons people come to live and work WITHIN your country?**

- |   |  |
|---|--|
| <input type="checkbox"/> Unemployment / poverty in home country     | <input type="checkbox"/> Asylum: political / social / cultural / religious persecution |
| <input type="checkbox"/> Better job opportunities available         | <input type="checkbox"/> Risk of war   |
| <input type="checkbox"/> Better educational opportunities available | <input type="checkbox"/> Other: _____  |
| <input type="checkbox"/> To join family / friends                   |  |

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**10. From what countries are the people who are migrating THROUGH your country?**

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**Work Experience**

**11. Have you heard of people who migrated INTO, FROM or WITHIN your country for work and then ended up in circumstances that were not what they expected? Yes No**

If yes, please explain: \_\_\_\_\_

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**12. Of those cases from the previous question, do you know of anyone who has been controlled in any of the following ways? (Please mark all that apply)**

- |   |  |
|---|--|
| <input type="checkbox"/> Violence (physical, emotional, sexual) | <input type="checkbox"/> Lower wages, delay or denial of payment |
| <input type="checkbox"/> Threats to individual                  | <input type="checkbox"/> Restricted movement                     |
| <input type="checkbox"/> Threats to family or friends           | <input type="checkbox"/> False marriages                         |
| <input type="checkbox"/> Debts or high fees (debt bondage)      | <input type="checkbox"/> Documents (id, passport) taken          |
| <input type="checkbox"/> False contracts                        | <input type="checkbox"/> Other: _____                            |

**13. Do you know of any migrant who has been forced to work in dangerous or poor conditions IN your country? Yes No**

**14. In your opinion, how widespread is this problem? Please explain:**

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**15. What is your view of women who come here or are brought here to work in the entertainment or sex industry/prostitution?**

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**16. Do you think that the women in this type of work were fully aware of the circumstances in which they would be working?**

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**17. Do you think men are also exploited in cases of trafficking in persons? Explain.**

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**18. In your opinion, to what extent is the trade in human beings linked to sex tourism in your country?**

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**19. To what extent is the trade in human beings linked to the trade of drugs in your country?**

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**20. To what extent is the trade in human beings linked to the demand for cheap domestic labour in your country?**

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### **Trafficking in Persons**

**21. Are you familiar with any of the following occurring in your country (mark all that apply)?**

- Forced prostitution
- Forced labour
- Domestic servitude
- None of the above

*When asking questions 22 – 25, please use the following prompts to assist you during the interview. While most likely you will not be interviewing a victim directly, many key informants have important information about the experiences of victims, often more than they realize. During the interview, probing for as much detail as possible on all stages of the process will be important in providing the most complete picture of trafficking in persons within your country. Use the guidelines below to assist you in looking for this detail.*

**Background of victims:** *Particular characteristics of possible victims of trafficking including age, gender, education levels, socio-economic status and work experiences in their community of origin, gender based violence, etc.*

*What were their expectations as they migrated? Type of work in community/country of destination, how much money would they make, living conditions, etc.*









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**2. In your view, do you think trafficking in persons is a problem in your country?**

- No  
 Yes **If yes, why and how do you explain this?**

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**3. Are you aware of any of trafficking in persons IN your country?**

- No  
 Yes **If yes, how many persons?** \_\_\_\_\_

**Please check all that apply:**

Gender	Age	Form of exploitation
<input type="checkbox"/> Mostly women	<input type="checkbox"/> 0-12	<input type="checkbox"/> Forced prostitution
<input type="checkbox"/> Mostly men	<input type="checkbox"/> 13-17	<input type="checkbox"/> Forced labour
<input type="checkbox"/> Mostly children	<input type="checkbox"/> 18-25	<input type="checkbox"/> Domestic servitude
<input type="checkbox"/> Mix	<input type="checkbox"/> 26-40	<input type="checkbox"/> Other: _____
	<input type="checkbox"/> 41-55	_____
	<input type="checkbox"/> 56-65	
	<input type="checkbox"/> 65+	

**Please explain and describe including place of origin:**

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**4. Are you aware of any cases of trafficking in persons FROM your country, but IN a different country?**

- No  
 Yes **If yes, how many persons?** \_\_\_\_\_

Please check all that apply:

Gender	Age	Form of exploitation
<input type="checkbox"/> Mostly women	<input type="checkbox"/> 0-12	<input type="checkbox"/> Forced prostitution
<input type="checkbox"/> Mostly men	<input type="checkbox"/> 13-17	<input type="checkbox"/> Forced labour
<input type="checkbox"/> Mostly children	<input type="checkbox"/> 18-25	<input type="checkbox"/> Domestic servitude
<input type="checkbox"/> Mix	<input type="checkbox"/> 26-40	<input type="checkbox"/> Other:
	<input type="checkbox"/> 41-55	_____
	<input type="checkbox"/> 56-65	_____
	<input type="checkbox"/> 65+	

Please explain and describe including place of origin:

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5. Are you aware of any cases where someone has been accused of trafficking in persons IN your country? *If yes, please answer the following questions.*

**Form of exploitation:**

- Forced prostitution
- Forced labour
- Domestic servitude
- Other \_\_\_\_\_

How many were arrested? \_\_\_\_\_ Convicted? \_\_\_\_\_

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If more than 1 known case, were any of these cases related? Please explain.

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6. Does your country have laws that address practices such as forced labour, forced prostitution, or child labour?

- No
- Yes **If yes, please describe:**

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**7. Are you aware of victims of trafficking or their families telling someone of their exploitation, threats of violence or other abuses?**

- No
- Yes **If yes, to whom?**

- |  |  |
|--|--|
| <input type="checkbox"/> Clergy          | <input type="checkbox"/> Medical           |
| <input type="checkbox"/> Law enforcement | <input type="checkbox"/> Client            |
| <input type="checkbox"/> Friends         | <input type="checkbox"/> Government Agency |
| <input type="checkbox"/> Family          | <input type="checkbox"/> Other: _____      |
| <input type="checkbox"/> Neighbour       |  |

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**8. If they haven't told anyone, what are the main reasons why not? (please check all that apply)**

- Don't know where to go to for help
- Fear of harm to self
- Lack of trust of local officials
- Victim or family doesn't know the incident is a crime
- Threat to family
- Shame or social stigma
- Other: \_\_\_\_\_

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**9. What government and non-governmental organizations, if any, are addressing trafficking in persons in your country? Please name.**

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**Please check all relevant services that they provide:**

**Prevention:**

- Information and awareness raising
- Migration Information Centers
- Job skills training
- Research
- Seminars
- Advocacy
- Other: \_\_\_\_\_

\_\_\_\_\_

**Protection of Victims:**

- Shelter
- Counseling/Psychological
- Victim/Witness Protection
- Voluntary Return to home country
- Financial compensation for victims
- Advocacy
- Legal assistance
- Religious
- Other: \_\_\_\_\_

\_\_\_\_\_

**Prosecution:**

- Criminal investigations
- Law enforcement training
- Prosecutor training
- Judicial training
- Policy/legislation
- Other: \_\_\_\_\_

\_\_\_\_\_

**10. In your opinion, how well do you think this response is working? Are there any gaps?**

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**11. In your opinion, what needs to be done to combat trafficking in persons within your country? Please prioritize.**

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## Appendix C

### National Research Objectives and Methodology (Component III)

#### **National Research Objectives**

For the purposes of the national research, the exploitation element of trafficking in persons included all forms of exploitation within the Protocol definition, with a special emphasis on the exploitation of women and children.

The following is a list of the core elements on which each national researcher focused to the extent possible. The goal of the field assessment of these elements was to provide a more substantive understanding of the situation regarding human trafficking in each of the seven countries. Though these elements have been broken out by different objectives, they are all related to one another. With this understanding, it is acknowledged that there may be overlap of and flow between each of the five areas.

1. Assess the key factors that may contribute to trafficking in persons within the 7 target countries. Such an assessment may include the links between sex tourism, drug trafficking, and particular historical and cultural norms that may contribute to trafficking in persons.
2. The extent and trends of trafficking **in** and **within** the 7 target countries. In addition, on a secondary level, flows through and from the 7 target countries are addressed where possible.
3. Identify and assess the general trends and typologies that are indicative of the trafficking phenomenon within each target country. In as much as is possible, contribute to the overall understanding in trafficking in persons within the following elements:
  - 3.1. Characteristics of the phenomenon in each country: method of recruitment, the routes taken, destinations, and types of exploitation.
  - 3.2. Profile of victims: places of origin, age, social and academic background, the duration of stay in countries of transit and destination, type of exploitation.
  - 3.3. General profile of the traffickers.
  - 3.4. Basic living conditions of victims including food, clothing and shelter, health risks, and security concerns in countries of transit and destination.
  - 3.5. Victims' visa status, career experiences, working conditions including duties, wages, holidays, etc. in their home country.
  - 3.6. Human rights conditions for victims during the trafficking stages (recruitment, movement, exploitation) including whether there has been any assault and physical abuse, a delay or denial in payment of wages, forced prostitution, forced labour, etc.
  - 3.7. Public health impact of trafficking in persons.
4. Conduct a media review of any recent coverage on the subject of trafficking in persons. Assess any trends in the coverage of the issue.

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5. Analysis of current program gaps and strengths within each country and the region. Provide recommendations on both a policy and programmatic level at a national and regional level.



## **Appendix D**

### **Country Specific Data Collection**

#### **The Bahamas**

##### ***The Bahamas Research Team***

IOM commissioned Audrey Ingram Roberts to lead the Bahamas research. The local research team included Cherran O'Brien provided technical and administrative support, Apryl Weech and Jason Roberts were field interviewers for the family islands, attorney Rawiya Hanna reviewed relevant legislation, and Dominic Duncombe contributed as a journalist and media reviewer.

##### ***National Survey***

The **standardized national survey** was distributed to all participants in a national seminar on trafficking in persons held by The International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization of American States (OAS) with support from the Ministry of Labour and Immigration and the Ministry of Social Services and Community Development on June 28 in Nassau, Bahamas. Forty-six participants of the seminar completed the self administered survey. The majority (88%) of those who completed the national survey were government employees.

##### ***Key Informant Interviews***

A **standardized interview questionnaire** was used by the Bahamas research team to conduct 40 key informant interviews. Researchers arranged interviews using their own contacts, using IOM contacts, and a snowballing technique. Ninety-five percent of the interviews were conducted in person and the remainder by telephone and self-administration of the interview questionnaire. The instrument was designed as a guide for the interview sessions, and therefore some informants were not asked all items; it was 'tailored' to each case. In the case of the Bahamas, the instrument was translated into Spanish for effective interviewing of Spanish-speaking informants. In some cases, two team members conducted an interview session. In most cases, however, one-on-one interviews were conducted and notes taken by the interviewer.

In addition to the 40 key informant interviews, the national researcher met with the OAS Representative to discuss the issue inclusive of recommendations and proposals for follow up at policy level. The national researcher also met with Haiti's Ambassador to the Bahamas for a similar reason - to ascertain his recommendations and proposals. These were not interviews conducted with use of the questionnaire, but discussions focused on preventive strategies and institutional partnerships to strengthen policy and legislation.

***Location and Description of Key Informants in the Bahamas***

Often research conducted in the Bahamas focuses on New Providence and Grand Bahama and the perspectives of the other islands, especially the Family Islands are absent. Some of the Family Islands have large migrant populations, predominantly Haitian, relevant to this study.<sup>1</sup> New Providence, Abaco, Eleuthera, and Grand Bahama were selected for this research study, based on the criteria that these islands have consisted of large populations of Haitian migrants over a sustained period of time.<sup>2</sup> Many of those interviewed were second generation Haitians and first generation Bahamians able to communicate in Creole and Bahamian English.

	Eleuthera	Abaco	New Providence	Grand Bahama
# of Interviews	8	11	20	3

***Media Review***

The media review included the Bahamas' two major daily newspapers: the Nassau Guardian and The Tribune, as well as a newer daily newspaper entitled the Bahama Journal. Radio stations were also studied from 2001 through August 2004. These included the channels Love 97 FM (owned and run by the same operators as the The Bahama Journal newspaper), Island FM radio station, and ZNS, the government owned radio and television station. The journalist who conducted the media review also organized a focus group with his peers to gauge awareness on the issue among journalists.

***Country Specific Research Limitations***

The Bahamas research team faced some considerable constraints while carrying out their fieldwork on human trafficking. The statistical review was notably limited by an overall paucity of country-specific information on trafficking in persons and related issues. These constraints are representative of the reality common to small island developing states and more so of an archipelagic environment. In addition, while most field interviews were conducted in July and August, two strong hurricanes hit the Bahamas in September placing significant strain on the country as a whole and especially on public officials and representatives from international organizations, who were targeted as key informants and whose participation may have been limited by the hurricanes and their aftermath. Furthermore, the normally prohibitively high costs of travelling and communicating within an archipelago nation were exacerbated by the hurricanes further hindering primary data gathering efforts. This research was an exploratory exercise designed to gather preliminary information. Evidence obtained in this research process cannot be generalized to any specific population as the sample was small, unrepresentative, and the

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<sup>1</sup> The research team was concerned not to stimulate notions of an automatic association between Haitian migrants and trafficking, hence while it was important to select informants with insights into the Haitian migrant situation a balance had to be reached. In order to extend the research into the Family Islands and have the best access to Haitian communities we chose the islands with the largest Haitian populations.

<sup>2</sup> Treco, Ria N.M. (2002) "The Haitian Diaspora in the Bahamas" Florida International University, Department of International Relations. P. 7,

[http://acc.fiu.edu/research-publications/working-papes/working-paper\\_04.pdf](http://acc.fiu.edu/research-publications/working-papes/working-paper_04.pdf)

selection was purposive. However, this has been an important step in providing an initial assessment of trafficking in persons as related to the Bahamas.

## **Barbados**

### ***The Barbados Research Team***

The research assignment was supervised and led by Diane Cummins. The project was commissioned by the International Organisation for Migration (IOM) who provided technical and other support to the national researchers based in Barbados. Ms. Cummins is an independent social development consultant with DITA Development Services in Barbados. Fay Armstrong-Lawrence assisted Ms. Cummins in conducting key informant interviews.

### ***National Survey***

The **standardised national survey** was distributed to all participants in a national seminar on trafficking in persons held by The International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization for American States (OAS) with support from Bureau of Gender Affairs held in Bridgetown, Barbados on June 11, 2004 and was completed by 37 Barbados-based individuals,

### ***Key Informant Interviews***

A **standardized interview questionnaire** was used to conduct semi-structured interviews with 20 key informants selected on the basis of a purposive sample. The key informants included social service representatives, government officials, representatives of non-governmental organisations, health workers, immigration officials and legal personnel.

In addition to the key informant interviews, the national researcher organized **one focus group** discussion was held with the Ministry of Labour and Social Security June 6, 2004. There were 10 participants including the Permanent Secretary and Deputy Permanent Secretary, Administrative Officers, a Labour Officer and an Economist, as well as representatives of the National Insurance Scheme, Labour Department, Vocational Training Board, and the Technical and Vocational Education and Training Council.

### ***Media Review***

Media coverage of trafficking and related issues was reviewed and searches were made for relevant newspaper articles. The **media review** spanned 2003 until August 2004 and focused on five major sources: 1. The Barbados Advocate; 2. The Daily Nation; 3. The Sunday Sun; 4. The Weekend Nation and 5. Caribbean Times Live.

### ***Country Specific Research Limitations***

A number of constraints were experienced in conducting this study in Barbados. The main difficulty was in contacting and setting up interviews with some of the key informants, in particular some government officials. In some cases, numerous telephone calls and messages were not returned. Letters were also sent by the IOM to assist in

securing interviews with two government departments – this was successful only in one case. The research took place during the period June – August, 2004, when a large number of persons traditionally take their holidays – this also presented difficulties. In addition, it was not possible to follow-up on interviewing three key informants who had been contacted and had agreed to the interview. This included representatives of the Barbados Police Force, the Ministry of Health and two NGOs.

Although interviewing victims of trafficking was not one of the requirements of the study, a planned visit to a construction site to speak to potential victims had to be postponed and unfortunately it was not possible to reschedule it before the end of the study. The need for more definitional clarity on trafficking in persons was also a challenge, especially in terms of differentiating between trafficking and other forms of exploitation of migrant workers.

## **Guyana**

### ***Research team***

The project was commissioned by the International Organisation for Migration (IOM) who provided technical and other support to a team of researchers based in Guyana. The national research was supervised and led by Karen de Souza. She was assisted by Nicola Marcus, Halima Khan, Andaiye, Linda Peake of *Red Thread*, Guyana, with the support of Cora Belle, Joycelyn Bacchus, Wintress White, Vanessa Ross and Margaret Inniss, *Red Thread*.

### ***Research tools***

Researchers obtained information using survey and questionnaire tools.

A **standardized national survey** (for conceptual information) was administered to all participants in a national seminar on trafficking in persons held by The International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization for American States (OAS) with support from the Ministry of Labour, Human Services, and Social Security on June 16, 2004. The seminar included government officials, community representatives, NGOs, and local media. The surveys were self-administered and 24 forms were completed and collected. They were then analyzed by the national researcher and the information used in the research findings.

In addition, a **standardized interview questionnaire** was used to conduct thirty-four face-to-face key informant interviews.<sup>3</sup> Key informants were selected based on information developed during previous work conducted by Red Thread, and on leads from other organisations. The interviews were conducted between July and August 2004 by two women members of Red Thread and included taxi drivers, sex workers, social workers, teachers, librarians, police officers, market vendors, sales clerks, hotel and bar owners, public servants and NGO representatives.

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<sup>3</sup> Acknowledging that this is a combined statistic from the national survey and key informant interview results. There may have been some overlap of persons who filled out the survey and those who were interviewed.

*Exploratory Assessment of Trafficking in Persons in the Caribbean Region*

The interviews were conducted in a range of sites (such as bars, private accommodations, public markets and offices as well as in police stations) in various locations: in the capital city, the Essequibo coast and lake communities, and the coastal communities in Berbice and the Corentyne. In each place people were contacted using a snowballing technique. These locations were chosen by the research team for their suspected exposure to trafficking in persons and are considered to be both source, recruiting, and destination areas. It is worth noting that they are also highly accessible

The instrument was used to explore the full range of issues around human trafficking. Some of those issues included: what persons knew about trafficking in persons, how much persons were willing to reveal, what persons could tell about traffickers and victims, insight into the forms of trafficking occurring in Guyana (if any), and the capacity of key informants to counter trafficking at various levels, including legislative, policy and program levels. The instrument was designed as a guide for the interview sessions, and therefore some informants were not asked all items; it was ‘tailored’ to each case. Each interview has been sourced to a questionnaire code (Q.1, etc.).

***Characteristics of Respondents***

<b>Characteristics</b>	<b>Female (n=22)</b>	<b>Male (n=12)</b>
<b>Union status</b>		
Married/ Live in;	12	11
Single;	7	0
Separated/Divorced/ Widowed	3	1
<b>Age group</b>		
18-25	1	0
26-40	11	2
41-55	8	8
56-65	2	1
66+	0	1
<b>Education</b>		
Primary	7	1
Secondary	5	7
Advanced	10	4
<b>Type of employment</b>		
Government agency	15	8
NGO	2	1
Private sector	1	0
Self employed	4	3
Retired	0	0
Other	0	0

Because most of these informants provided information on the exploitation of Amerindian women and girls, the research team made an attempt to gather additional

information on Indo-Guyanese and Afro-Guyanese population that could also be at risk of being trafficked and contacted additional informants whose knowledge would be accordingly specific. In order to have an overall assessment, and not to look only for the predominant forms of exploitation, the research team attempted to gather information on the other populations and interviewed a retired high ranking official, commercial sex workers and alleged victims of trafficking, inserting the findings within the overall analysis.

The research team also conducted a **media review**, analysing newspaper coverage of trafficking in persons in Guyana from April 23, 2004, when the Government of Guyana announced a campaign to combat TIP in Guyana, to August 31, 2004. During this period, 57 separate pieces of newspaper coverage were found, almost all of them articles (see appendix). Prior to the launch of the campaign this issue was not covered by the Guyana media: only one article pre-dating April 2004 was discovered during a spot check of newspapers for the previous year. No newspaper coverage was found between January 2004 and the start of the campaign. The four newspapers in which articles or other coverage of TIP were identified for the period April 23 to August 30, 2004 were *Kaitour News*, *Guyana Chronicle*, *Stabroek News*, and *Catholic Standard*.

The electronic media were not similarly monitored; a video of one programme covering a visit by the Minister of Labour, Human Services and Social Security (MLHSS) to two interior communities (Moruka and Port Kaituma) was examined but yielded nothing useful to this report.

Three **sources of secondary data** identified were reports on implementation of Conventions to which Guyana is signatory, and information from NGOs, and international agencies. Among was a participatory needs assessment conducted by *Red Thread* in 2001 with female commercial sex workers (CSWs) in Guyana<sup>4</sup>. From experience and observation, the research team knew the Guyana Human Rights Association (GHRA) and the Amerindian non-governmental organizations would be useful potential sources of information on the context of trafficking in persons in Guyana. Finally, the research team believed that, if there was any prior knowledge of human trafficking in Guyana other than in these NGOs, it would most likely be revealed in reports to and of international bodies.

### ***Country Specific Research Limitations***

There is a genuine difficulty in collecting data on trafficking in persons in Guyana due to the underground nature of the phenomenon. This difficulty is exacerbated by the scarce number of organizations addressing the issue within Guyana (primarily consisting of the

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<sup>4</sup> The needs assessment was conducted in several communities in each of five regions - Regions 4, 6, 7, 8, 10: the communities were: Region 4 - Georgetown; Region 6 - Albion, Crabwood Creek and Skeldon; Region 7 - Bartica, Arimou, Mazaruni River; Region 8 - Cambelltown, Mahdia, El Paso, Tumatumari, Amatuk and Micobie; and Region 10 - Kwakwani. The group's sources were girls and women in bars, hotels and mining camps in the interior and on street corners, proprietors of the establishments and a public official in the Corentyne

Guyana Human Rights Association (GHRA), the Amerindian People's Association, and Red Thread).

The launch of the government campaign to combat trafficking in persons managed by the Ministry of Labour, Human Services, and Social Security (MLHSS), emphasizing the illegality and consequences of human trafficking coincided with the start of the research. The publicity around human trafficking reduced the number of individuals willing to be interviewed and to discuss the phenomenon, many fearing that their identity would not be kept confidential. According to the research team, the tone of the campaign, warning traffickers and facilitators of arrest and severe punishments, restrained potential informants from speaking, fearing penal sanctions for their knowledge or retaliation from traffickers.

Also, alleged victims of trafficking and other informants that previously agreed to be interviewed, were concerned that information would leak out to the media and refused to be interviewed, fearing their identity would be disclosed as well as fearing retaliation. Some that had agreed to be interviewed later backed out.

In relation to privacy, although even in the public places where interviews were there was some degree of privacy, every effort was made to ensure that the conversation could not be overheard, being seen with the research team automatically alerted onlookers to the fact that an interview about trafficking was in process. The interviews conducted in the markets faced an additional problem when they had to stop so that vendors could attend to customers, and some public officials had to break interviews because of their duties and reschedule continuations. Other informants required several visits and persuasion before they actually agreed to do the interviews.

Some of the informants did not want the standardized questionnaire used during the interview so in these cases, a conversation was conducted in which questions were asked around the issues to ensure that all the information asked for on the questionnaire was covered.

The standardized national survey administered to participants of the IOM/CIM/OAS national seminar provided far less information than anticipated. Key informant interviews were mostly conducted in coastal areas therefore leaving aside more than 90% of the territory.

The research team was concerned that key informants might not have a common understanding as to the internationally recognized definition of trafficking in persons.<sup>5</sup> While there was no general agreement among respondents on what activities constitute human trafficking, the vast majority of national survey respondents and key informants phrased their definition of trafficking in terms of movement for the purpose of exploitation.

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<sup>5</sup> As provided in the *United Nations Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children*, and used to set forth the general framework of this research.

## **Jamaica**

### ***Research Team for Survey***

The project was commissioned by the International Organisation for Migration (IOM) who provided technical and other support to a team of researchers based in Jamaica. The assignment was supervised by Audrey Ingram Roberts, National Researcher and the field team was headed by Sybil Douglas Ricketts, Researcher. The team was completed by Charmaine Nelson, Danielle Nelson, and Kerri-Ann Palmer who served as Research Assistants.

### ***Research Tools***

The **standardized national survey** was distributed to all participants in a national seminar on trafficking in persons held by The International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization of American States (OAS) with support from the Jamaican Bureau of Women's Affairs on June 23, 2004 in Kingston, Jamaica. The instruments were self-administered and 26 instruments were completed and returned to IOM in Washington, DC who then forwarded them to the researcher for tabulation and analysis. Responses from the national survey were tabulated, using Microsoft Excel. They were then analysed and the information used in the research findings.

A **standardized interview questionnaire** was used to conduct twenty-two face-to-face interviews among key informants. The instrument was used to explore the full range of issues around human trafficking. Two team members conducted each interview session. There was a note-taker and an interviewer. No tape-recorders were used because of the sensitive nature of the information being gathered. Detailed notes were taken and used to complete the questionnaire. At the end of each session, the interviewer and the note-taker discussed the information collected and ensured that there was a full and mutual understanding of the points made by the informant.

Over 50 individuals were contacted in three parishes – Kingston, St. James and St. Andrew. Of this number, 22 key informant interviews were done among personnel from government agencies and ministries, non-governmental organizations (NGOs), community-based organizations (CBOs), the legal community, the print media and international organisations. No trafficked victims were included in this sample as attempts to do so were unsuccessful.

Initial contacts for key informant interviews were selected from among those who participated in the national seminar along with others whom the researcher regarded as essential. Individuals were selected based on the nature of their work, their knowledge of trafficking, and the potential role they could play in counter-trafficking efforts. NGOs and CBOs were specially targeted as they had first hand information from victims of trafficking or from victims' relatives. The evidence gathered from each interview was one of the methods used to determine other key informants who were to be contacted.



**Telephone interviews** were also conducted. They were used to collect information from informants who were unable to meet face-to-face. or follow up information was needed from previously interviewed individuals, as well as individuals who were key sources of information on specific aspects of trafficking, e.g. methods of recruitment and legislation.

A key component of the research was a determination of the extent to which the media is aware of and reports on trafficking. A **media review** was done of over 40 articles from the Jamaica Observer, the Daily and Sunday Gleaners, the Star Newspaper and British Broadcasting Corporation News. The articles spanned the period 2000 to 2004. Efforts were also made to analyse coverage by the electronic media.

### ***Country Specific Research Limitations***

One of the challenges in undertaking this research was the absence of information and quantifiable data on the nature and scope of human trafficking in Jamaica. Some work has been done by international organizations such as IOM and OAS/CIM on trafficking within Latin America and the Caribbean region, including Jamaica. Such research reports, however, are generally broad-based and do not provide much country specific details about human trafficking in Jamaica. Some information is provided through research in other areas which are known to facilitate or act as gateways into trafficking, e.g. prostitution (including child prostitution). Although these reports do not have a strong emphasis on trafficking, they provide information which has been useful to the investigation done for this report.<sup>6</sup>

The research was an exploratory exercise designed to gather preliminary information. Evidence obtained in this research process cannot be generalized to any specific population as the sample was small, unrepresentative, and the selection was purposive. Difficulties were encountered in gathering proxy data for possible cases of trafficking. In a few cases, written requests had to be made and even so, data was not provided. Additionally, the scheduling of interviews did not go smoothly in many cases. Some had to be rescheduled and a few had to be cancelled for various reasons. There were also a few cases of non-response to requests for interviews.

### **The Netherlands Antilles**

#### ***The Netherlands Antilles Research Team***

The International Organisation for Migration (IOM) commissioned Jacqueline M. Martis, to lead the Netherlands Antilles Research Project.

#### ***National Survey***

The standardised national survey was distributed to all participants at a national seminar on trafficking in persons held in Curaçao by The International Organization for Migration (IOM) with support from the Directorate of Judicial Affairs on August 11, 2004. Sixty persons, including representatives of several government agencies and NGOs completed the survey. The standardised national survey was also distributed at an IOM national seminar on trafficking in persons held in Saint Maarten on September 28, 2004. This

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<sup>6</sup> See Dunn, 2001; Kempadoo, 1999 and Williams, 1999.

survey was completed by thirty-eight participants from multiple sectors. The results from the Saint Maarten surveys are in the analysis of this report, and have been included in Appendix A.

### ***Key Informant Interviews***

Semi-structured interviews using the standardised interview questionnaire were conducted with 34 key informants selected on the basis of a purposive sample. The key informants included social service representatives, government officials, representatives of non-governmental organisations, health workers, immigration officials and legal personnel.

### **Geographic Distribution of Key Informants in the Netherlands Antilles**

Table 1: Geographic Distribution of Key Informant Interviews in the Netherlands Antilles

	Curaçao	St. Maarten	Bonaire	St. Eustatius
Number of Interviews	17	11	4	2

### ***Media Review***

Media coverage of trafficking and related issues was reviewed from January 2003 to August 2004 and searches were made for relevant newspaper articles. The review focused on the nine newspapers published in Curaçao (eight daily and one weekly newspaper) and St. Maarten (two daily newspapers).

### ***Country Specific Research Limitations***

Conducting research in the Netherlands Antilles is difficult because its five islands are geographically separated by approximately nine-hundred kilometres. Bonaire and Curaçao are considered the Leeward Island as they lie close to mainland Venezuela. Saba, St. Eustatius and St. Maarten are called the Windward Islands and are situated further north near the U.S Virgin Islands and Puerto Rico. Thus, for time and cost efficiency, research initially concentrated on the larger islands of Curaçao, St. Maarten, and Bonaire. It is important to note that the majority of key informants came from Curacao. Another major limitation is the fact that the Netherlands Antilles has a central government and each island territory has its own local government. Data from the island and central governments, in general, are not centralized and it is difficult to obtain registered and standardized statistics.

### **St. Lucia**

#### ***National Researcher***

The national research was led by Dr. Jennifer Holder Dolly and composed of a two-person research team. The research was facilitated by the Gender Relations Division of the Ministry of Health, notably by Ms. Danielle Elias who was instrumental in setting up the initial contacts with key personnel within Government ministries and departments, as

well as with non-governmental organizations (NGOs). The researcher was assisted in the key informant interview process by Fadia Andrew, a social worker originating from St. Lucia, to address language barrier issues, and community trust.

### ***Data Collection***

The **standardized national survey** was administered to all participants in a national seminar on trafficking in persons held by The International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization of American States (OAS) with support from the Ministry of Health, Human Services, Family Affairs, and Gender Relations on June 21, 2004. The seminar included government officials, community representatives, and NGOs. The surveys were self-administered and twenty-eight forms were completed and collected. They were then analyzed and the information used in the research findings.

The **standardized interview questionnaire** was used to conduct twenty-one face-to-face interviews with key informants. About half of these informants were identified from participants of the national seminar organized by IOM/CIM/OAS. As the instrument was designed as a guide for the interview sessions, some informants were not asked all items; it was 'tailored' to each case. For instance some questions went unanswered and the questionnaire was abandoned in four occasions (not accounted in the total number of interviewed) and the person's experience was discussed instead. These interviews were conducted between June and August 2004 by the researcher and assistant. Each interview has been sourced to a questionnaire code (Q.1, etc.).

A **media review** was conducted by the researcher to evaluate the St. Lucian media's understanding and coverage of trafficking in persons and to identify the issues and trends reported on. Apart from the local media, some international media resources were examined.

### ***Research Limitations***

Within the timeframe of the research, interviews could not be organized with all the persons at first envisaged.

There is a genuine difficulty to collect data on trafficking in persons due to the underground nature of the phenomenon and the fact that the issue is considered by the respondents as a new development in St. Lucia, remaining largely undocumented and unknown. Some information on the issue filtered in the press in May-June 2004, raising some awareness amongst the population and initiating a debate on the veracity of the information given.

Also, the researcher found that some respondents were concerned about confidentiality and hesitated to have in-depth discussion about the issue. Some informants seemed conflicted by wanting to assist in stopping what they perceived to be an undesirable process (possible trafficking in persons) and at the same time not wanting to impinge the reputation of their country in any way.

## **Suriname**

### ***National Researcher***

The assignment was commissioned to and supervised by Carla Bakboord from the non-governmental organization *Equality and Equity*. Ms. Bakboord was helped with the assistance of a research team, and by Mr. Juanita Altneberg in conducting this research.

### ***Data Collection***

The **standardized national survey** was distributed to all participants in a national seminar on trafficking in persons held by The International Organization for Migration (IOM) in partnership with the Inter-American Commission of Women (CIM) of the Organization of American States (OAS) with support from the Ministry of Home Affairs, in Paramaribo, Suriname on July 16, 2004. The survey was self-administered and twelve forms were completed and collected. They were then analyzed and the information used in the research findings.

A **standardized interview questionnaire** was used to conduct 30 key informant interviews. The instrument was used to explore the full range of issues around human trafficking. Some of those issues included: what persons knew about trafficking in persons, how much persons were willing to reveal, what persons could tell about traffickers and victims, insight into the forms of trafficking occurring in Suriname (if any), and the capacity of key informants to counter trafficking at various levels, including legislative, policy and program levels. Considerations were made to reflect an assessment across sectors and among both policy makers and line staff. Key informants included civil servants from various ministries, foreign diplomats based in Paramaribo, social workers, entrepreneurs, NGO representatives as well as with two alleged victims. Key informant interviews were conducted to provide a more expansive assessment of the flow of trafficking in persons into, within, and from Suriname. Interviews with the 30 key informants were conducted between July and August 2004 using the standardized questionnaire. They were at first mobilized by telephone and formal letters.

The instrument was designed as a guide for the interview sessions, and therefore some informants were not asked all items; it was ‘tailored’ to each case. Each interview has been sourced to a questionnaire code. For the most part, the interviews were conducted in person, however some were conducted via telephone conversation. The information received from the key informants was later crosschecked informally by seven individuals who were chosen by the research team based on their in-depth knowledge of the Surinamese society. Other sources were also mobilized, including eight “street interviews” conducted to get a sense of the general public’s understanding of the language and definitions related to trafficking in persons.

**Number and breakdown of the various interviews with informants**

<b>Type of Interview</b>	<b>Numbers</b>
A. National Survey	12
B. Semi Structured questionnaire ( some by phone)	14
C . Interviews	15
D . Street Interviews	8
E . Crosschecking, feedback and historical information (by phone)	7
F. Interview with NGO's on their capacity ( by phone)	6
G. Interview with International Organizations on their capacity (by phone)	4
<b>Total interviews</b>	<b>66</b>

***Research Limitations***

There is a genuine difficulty in collecting data on trafficking in persons due to the underground nature of the phenomenon and the scarce attention given thus far in Suriname to the issue. In addition, there is little statistical data available.

The research team originally encountered difficulties in contacting informants. The Ministry of Justice and Police had previously contacted most of them in order to gather information for the next CEDAW report. This brought some confusion among the identified key informants who were not willing to do double interviews.

Most informants were not aware of the definition of trafficking in persons as implied in the UN Protocol, others were inconsistent in their definitions. Researchers observed that there was a lack of clarity about the differences between human trafficking, migrant smuggling, exploitation, and commercial sex work. As well, key informants were cautious in their statements, and very concerned that they might be identified.

While all informants have strong suspicions that Chinese nationals are being exploited, the research team had difficulty in identifying informants from this ethnic group. Additionally, information on domestic workers was difficult to obtain due to the private sphere nature of this work.

Finally, the national survey distributed at the IOM seminar to participants were not returned in great numbers and provided far less information than anticipated





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