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Defining Success in Anti-Trafficking Policy: An Analysis of the U.S. State Departments Criteria for Combating Human Trafficking

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DEFINING SUCCESS IN ANTI-TRAFFICKING POLICY: AN ANALYSIS OF THE
U.S. STATE DEPARTMENTS CRITERIA FOR COMBATING HUMAN
TRAFFICKING

A Thesis

Submitted to the Graduate Center for Social and Public Policy

McAnulty College & Graduate School of Liberal Arts

Duquesne University

In partial fulfillment of the requirements for

The degree of Master of Public Policy

By

Jenna Sellitto

May 2013

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U.S. STATE DEPARTMENTS CRITERIA FOR COMBATING HUMAN
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By

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ABSTRACT

DEFINING SUCCESS IN ANTI-TRAFFICKING POLICY: AN ANALYSIS OF THE U.S. STATE DEPARTMENTS CRITERIA FOR COMBATING HUMAN TRAFFICKING

By

Jenna Sellitto

May 2013

Thesis supervised by Daniel Lieberfeld, Ph D.

Victims of human trafficking may be exploited for prostitution, sweatshop labor, domestic work, and as child soldiers for armed conflicts. According to the U.S. Department of Health and Human Services, “after drug dealing, human trafficking is tied with the illegal arms industry as the second largest criminal industry in the world today, and it is the fastest growing, with an annual profit of \$32 billion” (U.S Department of Health and Human Services, 2004). This thesis looks at policies that are in place to prevent, prosecute and protect against human trafficking in ten countries from around the world that have changed to Tier 1 countries according to the U.S. State Department’s annual Trafficking In Persons report. This study analyzed if there were trends in what kind of policies were implemented by state’s

governments that allowed them to be credited with a Tier 1 ranking, as well as, compared policies that were in place the year before the state changed Tier rankings. The data showed no definite trend in what it took to become ranked as a Tier 1 country, however the majority of the countries data showed that as long as improvements were made from the previous year then that country would move to a higher ranking. This research demonstrates that the TIP report does not consistently rank countries using the same standards. However, it proves that the shaming and global pressure through sanctions that the United States puts on other countries through the annual publishing of the TIP report does make a positive difference when it comes to countries working to combat human trafficking.

DEDICATION

To my friends in the Policy Center that motivated me throughout my two years and made graduate school enjoyable.

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CHAPTER 1

Introduction

This study is concerned with the exploitation, forced prostitution, and labor of millions of women and young girls around the world today, and the policies that can be put into place to help prevent this. This thesis will analyze existing policies that are in place to help prevent human trafficking and look at which countries' policy changes have improved their records. To accomplish this, I found countries that have changed tiers over the past twelve years according to the annual trafficking in persons report presented by the United States State Department. A tier is a category that the U.S. State Department places a country in depending on how active its government is with policies regarding the prevention, protection and prosecution of human traffickers and victims. The more active a country is in fighting against trafficking, the higher their tier rank will be. I then analyzed the countries that have changed tiers by looking at policy changes that accounted for the change in tier ranking. Ultimately, I looked at these countries and saw what it took for them to become a "Tier 1" country, which according to the U.S. State Department is the best position a country can be in to combat human trafficking.

According to the United Nations, human trafficking involves the "transportation, transfer, and harboring of persons through means or mechanisms such as force, coercion, kidnapping, and/or deception, solely for sexual exploitation, prostitution, and/or debt bondage" (Mohajerin 2006). Today, human trafficking is a problem that is vague and distant to the majority of people due to the lack of media reporting and attention the problem receives, even though it is as rampant as it has ever been. According to the U.S.

Department of Health and Human Services, “after drug dealing, human trafficking is tied with the illegal arms industry as the second largest criminal industry in the world today, and it is the fastest growing, with an annual profit of \$32 billion” (U.S Department of Health and Human Services 2004). Statistics of individuals trafficked vary according to source because it is so difficult to track and often goes unreported. “However, it is estimated between 4 and 27 million individuals are currently in slavery today” (Margarida 2009). This statistic does not even count the thousands of women that are sold and resold each year.

There are two types of human trafficking: labor trafficking and sex trafficking. Labor trafficking deals with the exploitation of people in agriculture, sweatshops, janitorial services, begging, and domestic servitude. In these cases, the worker is underpaid or perhaps not paid at all for their services; they are overworked and have no means of escape. Sex trafficking deals with the exploitation of people, mostly women, for sex. This mostly occurs in brothels, on the streets, in the pornography industry, strip clubs, massage parlors and even online with mail-order brides. It is estimated that 80 percent of people forced into human sex trafficking are women (Kapstein, 2006).

This thesis discusses international policies regarding strategies that effectively combat against human trafficking, in the case of both labor and sex trafficking, not human smuggling.¹

¹ Human trafficking is often confused with human smuggling. However, human smuggling is completely different from trafficking. In human trafficking cases the victims do not consent, and it can occur within a country. In smuggling cases, migrants consent to being smuggled and smuggling always involves crossing a border. The U.S. Immigration and Customs Enforcement Agency defines human smuggling as the importation of people into the United States involving deliberate evasion of immigration laws. This offense includes bringing illegal aliens into the United States as well as the unlawful transportation and harboring of aliens already in the United States (U.S. Immigration & Customs Enforcement Card). This is different from the United Nations’ definition of human trafficking, and it needs to

It is important to understand, especially for law enforcement, that human trafficking is not the same as human smuggling, because law enforcement often mistakes victims of trafficking for people that have intentionally broken the law and come into the country by illegal means, preventing the traffickers from prosecution and allowing the real criminals, the traffickers, to remain on the streets.

Human trafficking is a major violation to human rights, and more effective policies need to be put into place to help bring this to an end. One would think that enslaving human beings would be a more prominent issue that people would be fighting against. Especially since it “is a large international market that profits close to \$32 billion a year” (Margarida 2009). Human trafficking was not a high priority prior to the year 2000, because it was often overlooked simply as prostitution. This is because many people were uneducated about the issue and also because it is extremely hard to make a case against traffickers due to the underground nature of the activity and victims unwillingness to help law enforcement. However, countries have finally begun to realize the magnitude of the problem, and, since 2000, more than half of all countries have enacted laws prohibiting all forms of human trafficking (Partnering Against Trafficking, 2009). The fight against trafficking began when the United States passed the Trafficking Victims Protection Act in 2000. This act made human trafficking a federal crime, created sentencing guidelines for traffickers, gave victims access to federal benefits, and gave the human-trafficking cause federal funding. The purpose of this act is encompassed by

be known that these two definitions are not interchangeable because law enforcement often looks at victims of human trafficking as not really being victims at all, confusing them with people that have broken the law on purpose. Education on the difference between human trafficking and human smuggling is essential to add to the prevention strategies of human trafficking. Smuggling is transportation based and trafficking is exploitation based.

three words: prevent, protect, and prosecute. Since this act was passed, the United States has worked to combat human trafficking as well as to try and implement its ideas and practices of human trafficking prevention strategies throughout the rest of the world. To help trafficking prevention in the rest of the world, the United States is the only country that releases an annual Trafficking in Persons Report also known as the “TIP” report. According to Hillary Clinton, the TIP report “documents the scope of this challenge in every country. The report underscores the need to address the root causes of human trafficking, including poverty, lax law enforcement, and the exploitation of women” (Partnering Against Trafficking, 2009).

The TIP report is released by the U.S. State Department every year and will be used as a main source of reference and information for this study to help address the question of what it takes to improve countries’ records regarding human trafficking. This thesis will gather information on policies in countries over different years from the TIP report from the first report in 2000 through the most recent report published in 2012. Countries that have changed tiers between the year 2000 and 2012 will be selected and analyzed. For example, if a country has moved from the “Tier 3” ranking, to a “Tier 2” or “Tier 1” ranking, then that country will be analyzed in this study. Overall, if there have been changes for the better in the tier rankings of a specific country over the 12 year period, then the thesis will investigate which policy changes have been made by that country’s government that may have decreased its human-trafficking rates.

This thesis will thus analyze changes in countries’ policies regarding human trafficking. It will examine policies in different countries and assess which countries’ efforts have been most successful. The study will assess efforts by looking at a countries

increase in arrests and prosecutions against traffickers, and also the number of victims that have been sheltered and brought off the streets compared to previous years. This information will also be obtained from the TIP report under the country narratives section, which is reported from each countries government agencies, local law enforcement, and non-profit groups that deal with human trafficking. Understanding the policies that are in place in countries around the world, and evaluating the effect they have on the decline of human trafficking rates, could be significant to policy makers all over the world when it comes to writing new policy proposals dealing with human trafficking prevention, because it would allow policy makers to see which policies have been effective.

The independent variable in this study is the policies in place in a country to combat human trafficking. The study will look at which policies most effectively improved human trafficking enforcement, prosecution of traffickers, and protection of victims. It will also look at the existing policies to determine if there are patterns of successes or failures distinctive to particular countries, as well as the debates in different countries about what constitutes effective enforcement. For example, some countries are working towards more effective law enforcement that will target the traffickers as well as the buyers, such as working on higher prosecution rates and harsher penalties against those who exploit men, women and children. While other countries are working on targeting the victims, meaning the people that are being exploited for sex and/or labor, by establishing shelters and rehabilitation clinics for the victims to recover and get out of the exploitation business, and also, by creating educational tools and opportunities for the victims. This study will look at the successes of the countries that have changed tiers and

see if those countries have focused on targeting the traffickers and buyers or on targeting the exploited men, women, and children to understand what the best approach would be, or to learn if the approach depends on the country.

The dependent variable of the study will be the improvements in the tier rankings the U.S. State Department uses to determine effective efforts to combat human trafficking.² For example, the United States bases countries' tiers on the State Department's minimum standard for the elimination of trafficking in persons. If the minimum standards are met, then that country will be ranked as at least a "Tier 2" country. If the minimum standards are not completely met, or not met at all, then that country will be ranked as a "Tier 3" country. Countries that exceed expectations as well as meet the minimum standards are usually ranked as "Tier 1" countries.

If this thesis proves useful, then the policies that have been effective against the prevention and decline of human trafficking in particular countries can be analyzed and used as a guideline for policy makers implementing policies in countries that are looking to better combat human trafficking and improve to a Tier 1 ranked country.

² There are four minimum standards, which include 1) the government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking, 2) for the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible assault, 3) for the knowing commission of any act of severe forms of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and adequately reflects the heinous nature of the offense and 4) the government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons (U.S. State Department, 2012).

CHAPTER 2

Literature Review

Before 2000, there was relatively little attention paid to the global issue of human trafficking. However, the United States took the first stand against the problem in 2000 when it created the Trafficking Victims Protection Act, which has been a catalyst for the creation of many laws around the world to fight against human trafficking. “The TVPA, establishes a more precise definition of what constitutes human trafficking, imposes stronger penalties than had previously existed, and allocates funds for compensation to the victims of human trafficking and for the cooperation efforts with foreign countries” (Kapstein, 2006).

Also, the United States distributes an annual report to document the incidence of human trafficking in various countries. The report classifies countries into three tiers based on human trafficking rates and countries’ efforts to combat the issue. Tier 1 consists of countries like the United States, which are making significant efforts to prevent human trafficking and have relatively low rates of it. Tier 2 countries have significant human trafficking rates, but are making efforts to combat the problem. Lastly, Tier 3 countries have the highest rates of human trafficking and are doing little to help prevent it. The report also emphasizes the importance of discovering the causal factors of human trafficking.

However, it is important to address the critiques of the TIP report because the conclusions of this thesis depend on the credibility of the TIP rankings. Although the TIP reports have improved each year by including more country narratives, refining their

methodology, and by continuously including information from non-biased sources such as police departments, NGO's, journalists, and government officials, some researchers, like Siskin and Wyler argue that, "the inconsistent application of the minimum standards mandated by the TVPA and superficial country assessments have compromised their credibility. Also, in addition to the lack of clarity of the tier ranking process, the TIP report's incomplete country narratives reduce the report's utility" (p. 36, Siskin & Wyler, 2010). The State Department acknowledges these critiques and continues to increase the comprehensiveness of the report with each year. However, the State Department believes that keeping the report concise is paramount, so that it can be easily understood by the general public and foreign governments (U.S. State Department, 2012).

Main Policy Schools

Since the United States created the Victims Protection Act in 2000, there has been a plethora of research studies conducted on human trafficking. While there have been numerous studies, there are two categories of research that I would like to address as they are most important to my research on policy implementation. The first category I would like to focus on is the causal factors of human trafficking, or what allows people to become victims of traffickers? Identifying the causal factors of human trafficking is important for this research because I am dealing with prevention strategies and rates of human trafficking, and if the causes are identified then we can learn how to better implement prevention strategies. For example, if poverty of women is found to be a root cause of human trafficking, then policies can be put into place to help with economic empowerment of women. The second category that researchers have focused on in human trafficking that I would like to address, is what is the best way to prevent human

trafficking? This question gets right down to the point of identifying the best ways to decrease trafficking rates, and will allow us to determine which policies should be implemented and more rigorously enforced.

Research on Causal Factors

Sychov (2009) focused her study on the increasing number of illegal immigrants since the Cold War and the opening of international borders in Europe that have allowed immigrants to fall prey to traffickers. Hughes (2008) focused her study on the demand for sex trafficking and what causes there to be such a high need for women and children in the sex industry. Lastly, Margarida (2009) contributed to the research by looking at the causal factors of human trafficking and the correlation between male sexual violence and the legalization of prostitution in a country and its human trafficking rates.

The main conclusions from the studies addressing the causal factors of human trafficking were relatively similar, lack of economic opportunity and the discrimination of women. Farley (2011) concentrated her study on human trafficking in the United States today, particularly in rural Minnesota. She found that the reason that American women end up in the trafficking industry is lack of economic options. At the time of being trafficked, 98 percent of women in the industry were currently or had previously been homeless and 92 percent wanted to escape but did not have any other options. Farley also found that women often return to prostitution after they have been rescued from it because it is the only lifestyle they know. Farley, concludes by saying, successful programs to help women recover from the abuse they have faced and rehabilitation

programs to help them recuperate from their stress and drug use could help extensively in declining rates of prostitution and thus declining rates of human trafficking.

Ali (2008) did a study on the overall demand side dynamics of trafficked women and children in order to scrutinize emerging trends among a group of social scientists that blame trafficked persons as a cause of promoting prostitution. He found that the demand function in the sector for prostitution is primarily influenced by the demand side variables and only marginally influenced by the supply side factors, leaving the main causal factor of human trafficking to be the demand for labor and sex. The supply side consisting of the trafficked individuals and the decision groups influencing the choice of the potential trafficked person, such as a family member. The demand side would include the third party, such as recruiters or transporters, the employers of trafficked persons and consumers of products of a trafficked person, such as the clients of a sex worker.

Margarida (2009) focused on possible causal factors of human trafficking in her study and found that there is a link between countries' placements within the Tier system and tolerance of male sexual violence. She found that countries ranked in Tier 3 often had much higher rates of male sexual violence with far fewer convictions against the perpetrators of the violence. A major problem that causes an increase in human trafficking is men's attitudes towards women. In many places of the world women are still treated as second class citizens and even property to men. This contributes to violence against women and higher trafficking rates.

Shinkle's study in 2009 proved that "push factor" conditions such as poverty, gender inequality, and lack of education and economic opportunity are estimated to

motivate people to undertake the risks that result in their being trafficking. In other words, people find themselves in such desperate need of money and a new life that they take risks they otherwise would not take, leaving them vulnerable to fall into the hands of traffickers.

Research on Prevention Strategies

Farrell (2012) concentrated her study on the best ways to prosecute state and local human trafficking cases in the United States. Likewise, Siskin (2010) looked at U.S. Policy issues for Congress that the United States should be focusing on to better prosecute traffickers in the United States. On the global front, Shinkle (2007) researched the supply and demand of human trafficking and how it is necessary to raise awareness and reduce financial gains to prevent further trafficking in persons. Similarly, Kapstein (2006) focused his report on how to better raise awareness against the problems of human trafficking to help decrease it. Lastly, Raymond (2011) looked at global policies towards prostitution that could help prevent human trafficking rates.

When it comes to the issue of the best way to prevent human trafficking, the research has proven that there is not one solution to the problem, there needs to be a combative approach to help eliminate this practice. Journalist Kristof (2009) is a well-known advocate for women's rights and has done extensive participation observation research on human trafficking over the last decade. He has discovered countless cases of human trafficking violations and has determined that prostitution will never be eliminated. However, Kristof's research suggests that regulation of human trafficking simply will not work in most countries because governance is poor, but rather there needs

to be a change in law enforcement strategy that pushes for fundamental change in police attitudes and regular police inspections to check for underage girls or anyone being held against their will. The governments need to be held accountable not only for passing laws but also enforcing and monitoring them. This research is extremely important because it suggests that policy-changes alone cannot help fight human trafficking and policy implementation may be even more critical than policies on paper.

Trainor (2006) also found that researching prevention program effectiveness is necessary to combat the issue of human trafficking to a greater degree. She found that evaluating program effectiveness is one of the easiest ways to help decrease trafficking rates. This is because little is known about why the crime happens and how to prevent it, so evaluation of prevention programs could improve our understanding of these things. Also, Trainor found that developed countries are better positioned than developing countries to finance and provide technical support for long-term program evaluations.

Several researchers have contributed and said that the demand for labor and sex trafficking needs to be lowered to best prevent human trafficking. Hughes (2009) focused her study on the demand for human trafficking and how this is contributing to higher rates in societies. If there were not such a high demand for prostitution and women in the sex industry, then the problem would not be as bad as it is today. Hughes found that the only way to effectively fight human trafficking is to set a zero tolerance towards human trafficking and prostitution. However, eliminating the legality of prostitution has to be combined with states analyzing their immigration and asylum policies so that they can eliminate the legal means for exploiters to bring victims into destination countries. If the demand can be limited, the market will diminish. Also,

Hughes claims that the victims of prostitution need to stop being discriminated against so that law enforcement can focus on the true criminals, for example, the exploiters of the sex industry.

Raymond (2003) has done significant research on the demand side of human trafficking and has brought a lot to the table about how a government's tolerance of prostitution can significantly affect prostitution rates. She found that the legalization of prostitution and the sex industry promotes sex trafficking. Most of her research focuses on the Netherlands. In the year 2000, the Netherlands legalized and decriminalized prostitution hoping to bring the sex industry under control and regulate, but it had the opposite effect. Over the past decade, the sex industry has increased by over 25 percent and is continuously growing.

Raymond's own opinions are also interesting to consider. She writes that the organization which she represents, the Coalition against Trafficking in Women International favors the decriminalization of the women in prostitution because no woman should be punished for her own exploitation. However, she argues that countries should never decriminalize pimping, buyers, brothels, or other sex establishments because it will only promote the industry of human trafficking and help it to grow more rapidly. This argues that by decriminalizing prostitution, men especially believe that it is not immoral to buy women for sex and have no consequences if they do so, so it becomes a more prominent occurrence. Also, if prostitutes were not the targets of punishment by police forces it would leave the exploiters of the women more at risk for being fined or imprisoned and possibly less likely to venture into the business (Raymond, 2003).

Shinkle (2009) and Kapstein (2006) agree that to prevent human trafficking there needs to be more publicized to the general public about the problem and there needs to be pressure put on states, “naming and shaming” to make them do more to try and prevent the problem. To many countries their reputation matters, and it seems that if the rest of the world calls them out for not helping to prevent human trafficking then they may be embarrassed enough to do more to help the problem. Shinkle also adds that eliminating the need for migrants to take such risks to sneak across borders and providing legal alternative routes for migration of temporary work abroad is one way to diminish the role of, and opportunities for, trafficking.

Lastly, Kara (2011) found that economic penalties for human trafficking offenses must be elevated to a level that effectively inverts the high profit and that trafficking laws should be enforced with more proactive and well-resourced law enforcement investigations and interventions. Finally, elevated human-rights protections for survivors must be achieved, particularly as related to pursuing prosecution of offenders.

CHAPTER 3

Study Limitations

In this study, I dealt with certain study limitations. The first and most difficult problem was defining “human trafficking.” There are large discrepancies in research on the number of people trafficked in the world today. According to Margarida, the number has been found to be as low as 4 million to as high as 27 million (Margarida, 2009).³

³ To keep this study as reliable as possible the definition for human trafficking I will use in this paper will be the United Nations definition of human trafficking, which is, “the transportation, transfer, and harboring of persons through means or mechanisms such as force, coercion, kidnapping, or deception, solely for sexual exploitation,

This is because different researchers use different definitions for human trafficking and it is hard to pinpoint all people in human trafficking due to the underground nature of the illegal activity. Also, some researchers do not include slaves in the human-trafficking count from countries where it is legal, for example, North Korea and Myanmar (Kara, 2011).

Another limitation I had in this study was that I used only secondary sources, such as previously published research articles and the State Departments TIP report due to time constraints. This is important because I did not seek interviews from law enforcement groups, victims of trafficking, or NGOs to have first-hand sources about what they believe are effective policies in place to prevent human trafficking. The main problem with this is the small amount of sources I used to base conclusions of this study on. For example, the TIP report includes a great deal of information from many different sources, but it is published solely by the United States, making it potentially biased when it comes to effective policies regarding human trafficking in countries around the world. Also, as pointed out by Siskin and Wyler, the TIP report does not always consistently rank countries based on their minimum standards, which is a limitation when using such few sources.

Lastly, a limitation I faced was lack of comprehensive data on human trafficking rates in countries. Each country reports the amount of human trafficking they believe is

prostitution, and/or debt bondage” (Mohajerin 2006). Also, it will be considered human trafficking if these four conditions are met; money or another form of payment changes hands, a facilitator (trafficker) is involved, an international border is crossed, and entry is illegal.

happening in their country', however, this data is often unreliable due to the underground nature of this activity.

CHAPTER 4

Gaps in the Research

It is clear that there has been an increase in the amount of research dealing with the issue of human trafficking since the United States made it a higher priority by passing the Trafficking Victims Protection Act in 2000. However, even though many countries are working to fight against human trafficking there are still many gaps in the research. There is little research on the effects that current policies are having against human trafficking. Laczko (2009) states that many agencies working to combat human trafficking do not collect and analyze data that would allow them to judge whether or not their programs are having the intended effect of preventing and reducing trafficking rates, protecting victims, and punishing offenders.

Laczko also claims that some of the gaps and weaknesses in current empirical research on trafficking come from an overemphasis on trafficking in women for sexual exploitation. There are too few studies focused on trafficking for labor exploitation and on boys and men. Furthermore, there is a lack of empirical research, including too many studies with a short time-frame and low budget for traveling and conducting interviews, small and non-representative samples, too few evaluations of policy responses, and lack of research capacity in developing countries with dispersed research findings. However, despite the many weaknesses in trafficking research, Laczko says the biggest issue that needs to be clarified when doing research is learning how to identify trafficked victims.

It is very hard to identify trafficked victims among irregular migrants, especially when they are moving around.

Also, despite the large amount of research on human trafficking, there is little known about the high demand, and why some countries have a higher demand than others. Gaps in the research for this area include the economy of countries with high demand, the policies on immigration and prostitution in countries with high demand, the effectiveness of programs created to combat human trafficking, and what type of men are creating this high demand, and in what countries. This study analyzes policy programs effectiveness on decreasing human trafficking rates in different countries.

I am writing this thesis to partly fill the research gaps on the evaluation of human trafficking policies' that need to be completed. There needs to be more information regarding the effects that prevention, protection and prosecution strategies are having against human trafficking rates. Looking at the countries that have changed tier rankings over the past 12 years and analyzing the changes those countries have made regarding human trafficking will hopefully give researchers a better understanding of which policies are effective in preventing trafficking, prosecuting traffickers, and improving tier rank, which I will discuss in chapter 8.

CHAPTER 5

Methodology

To determine the effects of human trafficking policies on human trafficking rates, I used non-experimental, qualitative research. To start, I examined the U.S. State Department's annual Trafficking in Persons report from the years 2000 to 2012. I went

through three reports specifically to start, the 2004 report, the 2008 report and the 2012 report. I then looked at which countries have had changes in tier rankings over the 12 years. I did not look at countries that decreased from Tier 1 to Tier 3. I only looked at countries whose rankings increased. For example, if a country has moved from a Tier 3 ranking to a Tier 2 or Tier 1, I looked at it. This is because I wasn't interested in countries who have not bettered their policies towards human trafficking or decreased there rates, I was only interested in countries that have significantly increased their policies to prevent trafficking, such as harsher penalties against traffickers, more prosecutions, and victim rehabilitation programs.

Finally, I looked at the countries that have changed tiers over the 12-year span and looked at their policies towards human trafficking in the years between there change from a Tier 2 country to a Tier 1 or from a Tier 3 to a Tier 2. I found eleven countries that have changed tiers over the 12-year span analyzed in this study.

	Year		
Country	2004	2008	2012
Croatia	2w	1	1
Finland	2	1	1
Ireland		2	1
Israel	2	2	1
Mauritius	2	2	1
Nicaragua	2	2	1
Oman		3	2
Slovenia	2	1	1
Switzerland	2	1	2
Taiwan	1	2	1

Table 1

Table 1 refers to the countries I considered relevant to this study. I then gathered data from secondary sources on whether or not specific policies in countries were implemented today or not, for example if prostitution has become illegal in that particular country. If a country changed its policy toward prostitution or anything else over the past 12 years I analyzed the data to see if they have consequently moved to a different tier according to the annual TIP reports. By analyzing these ten countries' policies, I was able to see if there is a trend in specific programs that have been implemented that resulted in their changing tiers and decreasing human trafficking rates, compared to other countries whose programs have not been as successful in increasing their tier rank. In other words, I looked at what it takes to become ranked as a Tier 1 country.

CHAPTER 6

Conceptual Framework

The tier placement system seems to be reliable, despite the critiques of it lacking clarity and inconsistent measures of states' standards, because it has been created by the U.S. Department of State and has been approved by the U.S. government as well as uses information from a variety of sources, so as to not be biased. For example, the Trafficking in Persons report is prepared each year using information from U.S. embassies; nongovernmental and international organizations, such as Human Rights Watch and Amnesty International; published reports from law enforcement groups like the FBI and The Department of Homeland Security, news articles; academic studies like independent researcher Whitney Shinkle's evaluation of current efforts against

trafficking; and research trips taken by journalists like Nicholas Kristof to every region in the world. On top of that, “U.S. diplomatic posts and domestic agencies reported on the trafficking situation and governmental action to fight trafficking based on thorough research that included meetings with a wide variety of government officials, local and international NGO representatives, officials of international organizations, journalists, academics, and survivors. U.S. missions overseas are dedicated to covering human trafficking issues” (Trafficking in Persons Report, 2012). It has also consistently been used to measure all countries human trafficking rates in the same way over the past twelve years. Overall, the U.S. State Department’s TIP report is the most comprehensive document published about human trafficking rates and policies throughout the world and is a great source for researchers studying trafficking policies.

CHAPTER 7

Data Gathering

Data was gathered in three different categories for this study. The first data category was prevention policies that have been implemented by all ten countries in this study in the year they changed tiers. This included educational campaigns and mass media efforts to raise awareness of human trafficking. The second category was protection strategies for victims on human trafficking, such as increased funding for shelters and victims’ rehabilitation, as well as law enforcement efforts to protect trafficking victims from the law. The third category was the rate of prosecution of the traffickers, based on how the number of prosecutions in the year the country changed tiers compared to the previous year, as well as the number of law enforcement officials

who underwent anti-trafficking training. The data collected allowed me to see if there were patterns in the rate of prosecution, prevention, and protection programs that allow a country to be ranked higher in the TIP report and also if there is a greater importance attached to any of the categories.

Prevention

The first category analyzed for the study was prevention. There were several programs that the governments in each country had implemented in the years that it progressed to a Tier 1 rank that publicized information to raise awareness and work to prevent trafficking. Six different types of programs were found to be implemented by the countries', including mass media campaigns, training programs, educational outreach programs, surveillance, incentives to combat trafficking and the creation of outreach groups. Each of the ten countries had at least one or more of these programs in place. For example, seven of the ten countries had mass media campaigns in place, while only one country had outreach groups. Refer to table 2.

Prevention Strategies Used to Fight Human Trafficking

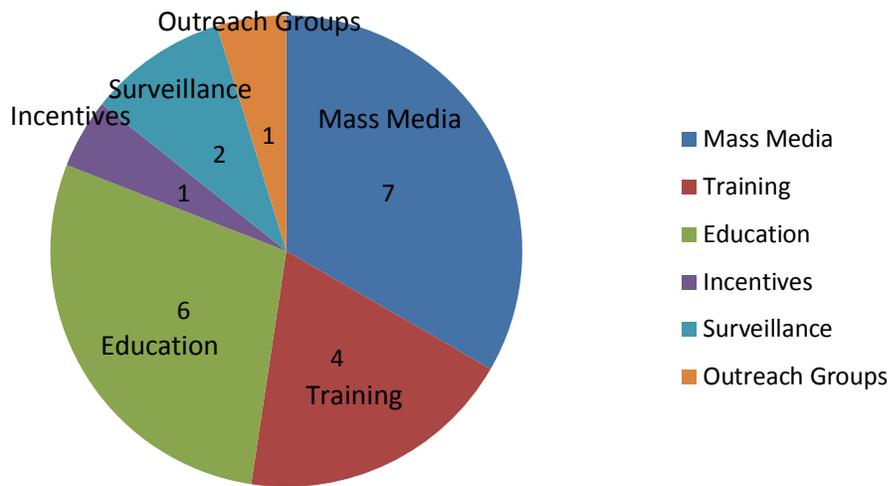


Table 2

The numbers in Table 2 refer to the countries that have implemented prevention strategies; it is possible for each country to be in more than one category. According to the data, seven countries have implemented mass media programs to help prevent human trafficking. The seven countries included are Croatia, Finland, Ireland, Israel, Mauritius, Oman and Taiwan. Of these countries, Taiwan had the most extensive mass media campaigns. Throughout 2009, Taiwan ran anti-trafficking awareness advertisements in newspapers, and public places, including movie theatres, subway stations, and buses. The government of Taiwan also distributed pamphlets on workers rights to foreign workers and distributed pocket cards with trafficking warning indicators to local police, and published anti-trafficking field manuals for law enforcement. Lastly, Taiwan's Child Welfare Bureau conducted child sex tourism awareness campaigns through the Internet, press conferences, advertisements, a commercial film, and an online game. They also sent

travel agencies over 50,000 baggage tags with information on how to recognize and report child-sex tourism. This large quantity of prevention campaigns that Taiwan implemented in 2009 was most likely a direct cause in it changing ranks from a Tier 2 to a Tier 1 in 2010.

Education programs were the second highest prevention strategy implemented by the countries. Croatia, Mauritius, Oman, Slovenia, Switzerland and Taiwan all worked on educating students and public officials' state wide about human trafficking. It was found that most educational programs were aimed at younger students in elementary and secondary schools. This is interesting because it shows that states are taking steps to educate younger children for their own safety and also to help them understand that human trafficking is a global issue that needs to be taken seriously. Clearly, from the results, the U.S. State Department supports this viewpoint and has rewarded these states with higher rankings regarding human trafficking. This is especially important for children of transport countries, countries that sell children and that are prominent for child sex trafficking. It seems to be a trend that countries that are prominent for child sex trafficking like Mauritius, Slovenia, and Taiwan all put into place educational programs for young students in schools, resulting in their moving to a Tier 1 rank.

The prevention strategy of training local officials was implemented by four countries in this study; Croatia, Ireland, Mauritius and Taiwan. This included training for police officers, Foreign Service officers and local officials on how to better detect trafficking situations. Two of the countries implemented surveillance programs: Mauritius and Slovenia. Surveillance by these countries was applied by posting cameras and trained officials at bus stops, nightclubs and its countries border. Nicaragua was the

only country that put into place an outreach group or coalition to work together and reach out to the community to help prevent human trafficking. However, it did not implement any other prevention programs. Lastly, Israel was the only country that created incentives for people who fought against human trafficking. They did this by starting an annual ceremony that presents awards to individuals or organizations that made significant contributions against trafficking during the year (U.S. State Department, 2012).

When looking at the importance of prevention policies on a country's tier rank it seems that the State Department is looking to see if there is a significant improvement from the past year regarding tactics to prevent trafficking, not necessarily the implementation of any specific program. However, some countries, like Mauritius, implemented all four of the most popular prevention programs: mass media usage, education campaigns, surveillance and training while countries like Nicaragua only carried out one prevention strategy that wasn't even used by any other country, the creation of an outreach group. This leads to the question, "Does Nicaragua deserve to be ranked Tier 1 when it is doing little compared to countries like Mauritius and Ireland under the prevention category?" However, this question needs to be asked again after the categories of prosecution and protection are analyzed to see if Nicaragua has had more significant improvements in those categories.

Protection

The second category analyzed for this study was protection, meaning the effort countries made to protect victims of severe forms of trafficking in persons and the effort

law enforcement officials made to protect victims from the law, such as being penalized or deported for unlawful acts as a result of their being trafficked. After analyzing the ten countries in the study, it became clear that each country had either shelter programs in place for victims of human trafficking, law enforcement protection for victims, or both. However, the most important factor that seemed to help countries move from a Tier 2 ranking to a Tier 1 rank was victim assistance through the establishment of shelters. Shelters that are established to help victims of human trafficking are all set up differently. However, to be considered a victim assistance shelter, it must offer legal, medical and psychological services to victims of trafficking, as well as legal alternatives for the removal of foreign victims so they do not have to return to their countries where they may face hardship or retribution (U.S. State Department, 2001). Table 3, below, shows the number of victims that were assisted in shelters in the year the country was ranked Tier 2 compared to the following year when the country was ranked Tier 1.

Changes in Number of Victims Assisted in Year Rank Changed

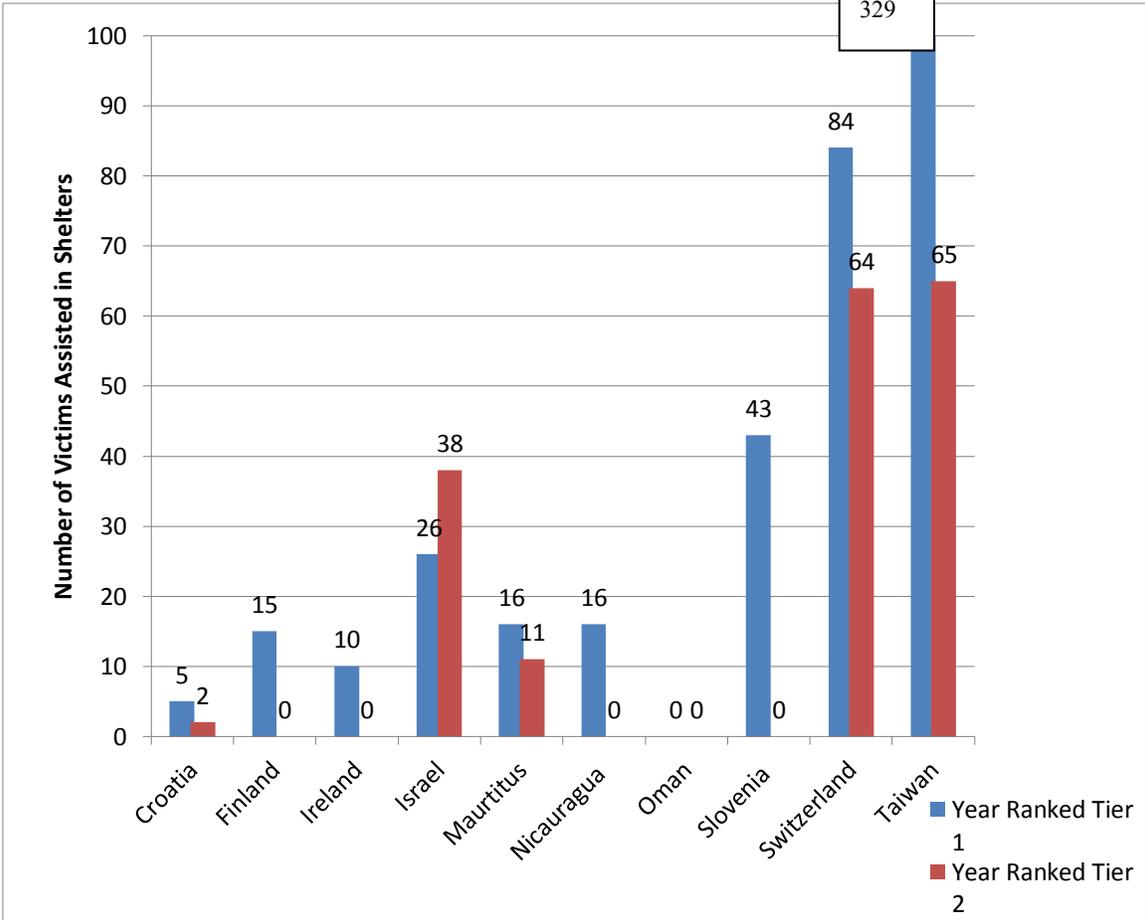


Table 3

According to the data each of the ten countries had victim assistance in shelters in the year they moved to a higher ranked tier, except for Oman, which had zero victims helped when they were ranked Tier 3 and zero victims helped when they were moved up to Tier 2. However, this isn't surprising because Finland, Ireland, Nicaragua and Slovenia all had zero victims helped when they were ranked as Tier 2 countries, and it was not until they had shelters in place that they became Tier 1 ranked countries. This is definitely a trend that is important to look at when it comes to understanding what it takes to become a higher ranked country in the Trafficking in Persons Report. It seems that it

doesn't necessarily matter how many victims are assisted, just as long as victims were assisted throughout the year. However, Taiwan and Switzerland both had a significant number of victims assisted in shelters, 65 compared to 64 during the years they were ranked as Tier 2 countries. Why were these countries not ranked higher with so many victims being helped? These two countries had a significantly higher number of victims helped while they were ranked as Tier 2 countries than the majority of the countries that were ranked as Tier 1. This could be because they did not have as substantial changes in the other two categories of prevention and prosecutions, but that is something that will be looked at in the end. Taiwan had the highest number of victims being assisted in the year they changed from a Tier 2 ranking to a Tier 1, with an outstanding 329 victims being assisted, more than five times the amount assisted from the previous year, and almost four times as many as any of the other countries in the study. After further analysis, this is because Taiwan has more shelters established than any of the other countries. As of 2010, they had 19 shelters dedicated to helping human trafficking victims, three of which were built in 2009 that could house more than 50 victims a piece (US State Department, 2010).

The only outlier in the protection category is the country of Israel. In the year 2011, Israel was ranked as a Tier 2 country and had assisted 38 trafficking victims in shelters. In the following year, 2012, Israel was upgraded to a Tier 1 country but strangely assisted only 26 trafficking victims, 12 less than the previous year. They also did not have law enforcement procedures in place to protect victims from being inappropriately penalized for any laws that were broken as a result of their being trafficked. Israel's decline in the number of trafficking victims assisted in shelters and

not helping to protect them from the law does not make sense as to why they would improve from a Tier 2 ranking to a Tier 1. Israel did not even have a large amount of prevention campaigns put into place to compensate for their decline in protection initiatives. There must be other factors at play, for example, political relations between the United States and Israel. However, if this is true, it would decrease credibility of the TIP report.

Prosecution

The final category that was analyzed for this study was prosecution, meaning the number of traffickers that were prosecuted in a country during any given year. To even be considered eligible for a Tier 1 rank a state's government must have at least one law in place that prohibits all forms of trafficking in persons and prescribes punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense (U.S. State Department, 2001). Each of the nine countries in this study that were ranked Tier 1 has laws in place to prohibit human trafficking. The only country in the study that did not was Oman, which is most likely why it is still ranked Tier 2. Below, Table 4 shows the number of prosecutions that took place in the year the country was ranked Tier 2 compared to the following year when it was ranked Tier 1, excluding Oman, which was ranked Tier 3 and then moved to Tier 2.

Changes in Number of Prosecutions in Year Rank Changed

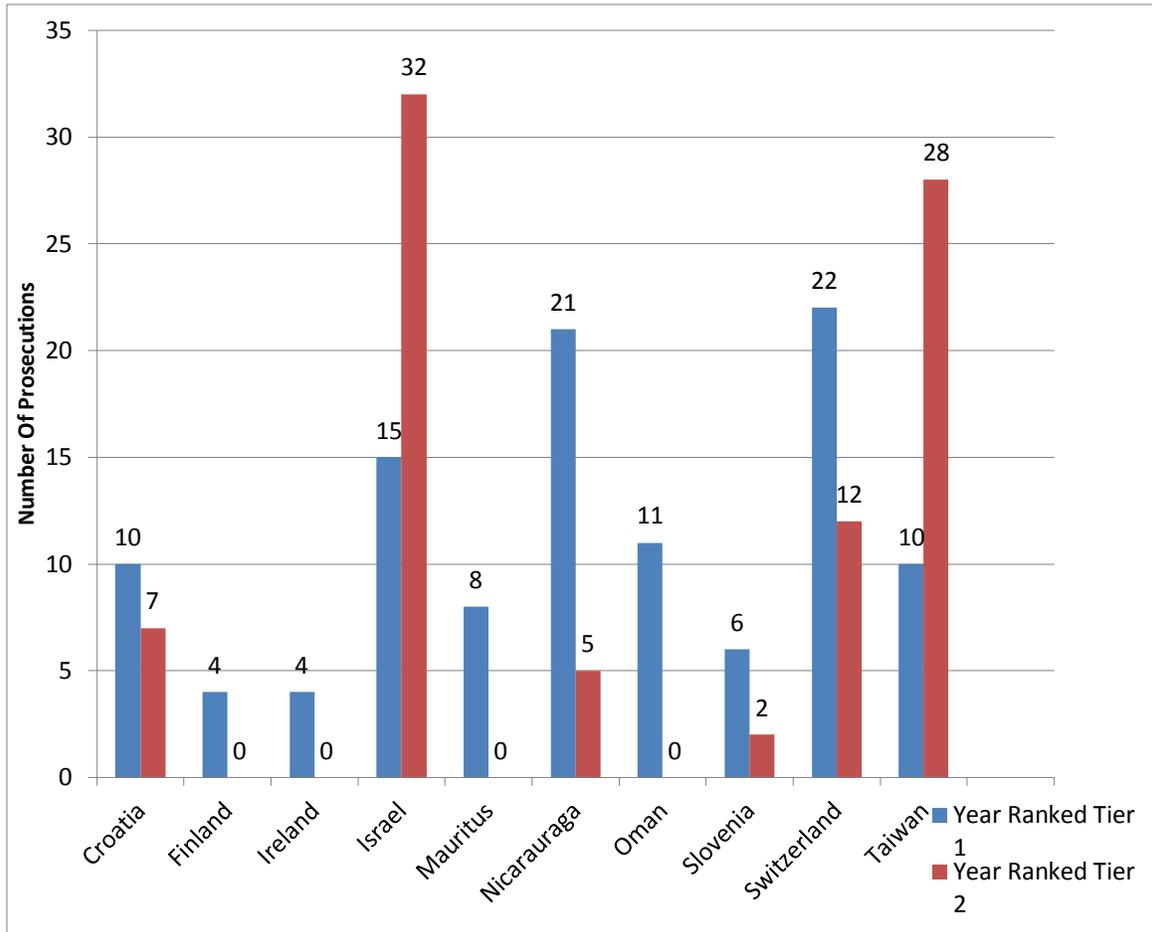


Table 4

Each of the ten countries in the study had at least four or more prosecutions in the year that it moved to a higher ranking. Similarly, to the protection standards it seems that there is not necessarily a trend when it comes to how many prosecutions need to be made for the country to be ranked higher, there just needs to be an improvement from the previous year. For example, Finland, Ireland, Slovenia and Croatia only had three or four more prosecutions than they had the previous year, while Switzerland, Oman, Mauritius and Nicaragua had significantly higher prosecutions than they had the previous year, yet all were still moved to a Tier 1 rank.

The hypothesis that proposes increased prosecutions is the key to moving to a higher rank makes sense for the majority of the countries, but there are two outliers in the study. Taiwan had a significantly higher number of traffickers prosecuted in the year it was ranked Tier 2 compared to when it was ranked Tier 1. Taiwan prosecuted almost three times the number of traffickers in 2009 than it did in 2010. Why did Taiwan decrease prosecution rates but receive a higher ranking? This is especially curious since Taiwan's prosecutions all resulted in sentences of less than one year, while the majority of prosecutions in other countries had more severe sentences, ranging from one to fifteen years (U.S. State Department, 2001-12). Oddly, Oman, the only country that is ranked Tier 2 had the most severe punishments for traffickers, which were sentences up to 15 years in jail and fines, which no other country in the study has.

Israel as well had a significantly higher number of traffickers prosecuted in the year it was ranked Tier 2 compared to when it was ranked Tier 1. Israel had more than double the number of prosecutions in 2011 than it did in 2012 but were still upgraded from a Tier 2 country to a Tier 1.

CHAPTER 8

Discussion

In this section, I would like to discuss each country separately and compare the changes they made in each of the three categories of prevention, protection and prosecution during the years they increased tier rank. This will make it easier to have an overall look at the policies each country implemented that allowed them to change tiers

and will allow us to identify any further patterns from the data at the end of this chapter under the section summary.⁴

Croatia

In 2008, Croatia became ranked a Tier 1 country after making multiple changes to its policies in 2007. For prevention, Croatia conducted numerous high profile educational campaigns about trafficking and used multiple mass-media resources, such as documentaries and brochures to bring awareness to the public about the dangers of trafficking. For protection, Croatia's shelter helped five victims of human trafficking compared to only two the previous year. Law enforcement also made efforts to make sure victims were not detained, penalized or deported for unlawful acts committed as a result of their being trafficked. Lastly, under prosecution, Croatia prosecuted ten traffickers, with sentences ranging from one to three years in prison, compared to seven prosecutions the previous year. It also conducted anti-trafficking training for their officers. Overall, Croatia made improvements in all three categories. Although the improvements were not significant, it is a step in the right direction and to me, the country seems deserving of a Tier 1 ranking according to the State Department's standards.

Finland

In 2006, Finland became a Tier 1 ranked country after multiple changes to its policies in 2005. For prevention, Finland conducted domestic prevention programs on demand

⁴ Unless otherwise indicated, the references in the discussion section all come from the U.S. State Department's Trafficking in Person's Report from the years 2001-2012.

reduction through mass media efforts such as awareness posters. It also designed training programs to teach Finnish consular officers and border guards to better detect trafficking situations. As for protection efforts, Finland housed 15 victims in shelters compared to zero in 2005, which is a significant improvement. However, Finland did not put forth an effort to protect victims from law enforcement and deportation, but worked to improve this for the future by training law enforcement on sensitivity issues for trafficking victims. Finally, under prosecution, Finland prosecuted four traffickers in 2006 compared to zero the previous year. This is not a significant improvement; however, it is a step in the right direction. Finland also started an awareness and victim identification program for its officers, which will help prosecutors to improve their ability to successfully prosecute cases in the future. Finland made improvements in all three categories, especially the protection category, and therefore has justified its movement to Tier 1.

Ireland

In 2010, Ireland became a Tier 1 ranked country after multiple policy changes in 2009. Under the prevention category, the Irish government funded an anti-trafficking public service announcement that aired regularly and also, placed awareness ads in national newspapers throughout the year. On top of that, the government established a social networking website to raise awareness about human trafficking. Lastly, the Irish Department of Defense provided ongoing anti-trafficking training for deployed Irish peacekeepers. Under protection policies, the Irish government provided shelter help for ten human trafficking victims, compared to zero the year before. The government also made efforts to protect the victims from the law and even offered some witness protection for participating in trafficking investigations and prosecutions. Under the prosecution

category, Irish law enforcement prosecuted four traffickers. Although this is not a lot, it is better than the previous year where it prosecuted zero. Lastly, Ireland provided anti-trafficking training for authorities in multiple agencies. Ireland definitely made improvements in all three categories over the year of 2009 to make them easy candidates for a Tier 1 ranking in 2010.

Israel

In 2012, Israel became ranked a Tier 1 country after multiple policy changes in 2011. Under prevention, the Israeli government was the only government to offer incentives for companies and individuals that made significant contributions towards fighting trafficking by holding, a now-annual ceremony to present awards to those who have made contributions, such as opening a shelter or starting a prevention campaign. The government also utilized mass media by distributing a labor-rights brochure to foreign workers arriving into the country. Under protection, the Israeli government only assisted 26 victims of human trafficking in shelters throughout the year, compared to 38 the previous year. However, Israel did provide legal aid to 54 victims of trafficking. Lastly, the Israeli government prosecuted 15 traffickers in 2012, but the prior it had prosecuted 32. The government did conduct officer training on anti- trafficking procedures.

It is clear that Israel declined in two out of the three categories that contribute to the U.S. State Department's tier ranking process, and in the third category, prevention, did not do anything significant. It is unclear why this country declined in their efforts on combating human trafficking, yet was rewarded with an increased ranking in the State

Department's TIP report. This matter needs to be looked at further to see how this is possible. Could it be a political or social implication that made the U.S. support Israel as a Tier 1 ranked country? Whatever the case, this example indicates that the TIP report's tier ranking process is not consistent for all countries.

Mauritius

Mauritius became ranked a Tier 1 country in 2009 after multiple policy changes regarding human trafficking in 2008. Mauritius really improved their policies regarding prevention strategies of human trafficking in 2009. To start, it used multiple mass media outlets to raise awareness of human trafficking; it distributed thousands of pamphlets on trafficking indicators and conducted surveillance all over the country at bus stops, nightclubs and other places in search of trafficking activity. On top of that, the government of Mauritius conducted child abuse awareness and trafficking campaigns at schools and community centers and provided specific training to law enforcement officials on trafficking indicators. Under prevention policies, Mauritius assisted 16 trafficking victims in shelters in 2009, compared to 11 the prior year. Also, the government set up a 24-hour hotline for reporting cases of child prostitution. Lastly, Mauritius did make sure to provide law enforcement protection for victims and make sure they were not inappropriately incarcerated or fined for being trafficked.

Mauritius's prosecution efforts expanded as well. In 2009, Mauritius prosecuted eight traffickers compared to zero the year before. Although, it did not conduct any officer training programs, Mauritius made improvements in all three categories to help combat human trafficking. Mauritius' made the most policy advances

in their protection campaigns and seems justly ranked as a Tier 1 country in the TIP report.

Nicaragua

Nicaragua became ranked a Tier 1 country in 2012 after multiple policy changes were made towards human trafficking in 2011. To start, Nicaragua was the only country in the study that created outreach groups or coalitions as a prevention mechanism. The Nicaraguan government run anti-trafficking coalition was responsible for coordinating anti-trafficking efforts and implementing a strategic plan to raise general awareness about human trafficking. As for protection techniques, Nicaragua opened two shelters to help victims of human trafficking, one shelter for adults and one for children. These shelters were able to support 16 victims in 2012, compared to zero the year before. The establishment of shelters for victims is a great improvement for the country of Nicaragua when it comes to protecting victims of trafficking. Finally, the Nicaraguan government prosecuted 21 traffickers in 2012, compared to only five the previous year, and provided hundreds of authorities with specialized training on trafficking investigation techniques. In 2012, Nicaragua increased prosecutions by a significant amount and established shelters for victims. However, under “prevention tactics,” the government did not do much, especially compared to the other countries in the study. But overall, Nicaragua improved in each of the three categories making the country seem justified for a Tier 1 rank.

Oman

Oman is the only country in this study that moved from a Tier 3 ranking to a Tier 2 and is not currently a Tier 1 country. Oman became ranked a Tier 2 country in 2009 after multiple policy changes in 2008. Under prevention strategies, Oman launched a public campaign to educate workers and the general public about the labor abuses and workers rights. The government of Oman also conducted seminars and distributed brochures on workers rights throughout the country. Although, Oman did a good job addressing the public and working to prevent labor trafficking it needs to also focus on raising awareness on sex trafficking in the country (U.S. State Department, 2009). When it came to protection policies, the government of Oman did not put any into place. It does not have shelter services in place for victims of human trafficking or any policies that protect a trafficked victim from being penalized by the law. However, Oman did institute a mechanism for identifying trafficking victims among migrant workers, which is a step in the right direction. Finally, Oman significantly increased their prosecution efforts in 2009. In 2008, they had zero prosecutions against traffickers and over the following year prosecuted eleven traffickers and sentenced each of them to seven years in prison with fines of \$26,000. This sentencing and harsh fine is more severe than all of the countries who are ranked Tier 1, and I believe this will greatly help Oman to deter future traffickers from getting into the business.

Slovenia

Slovenia became ranked a Tier 1 country in 2007 after multiple policy changes in 2006. Under prevention policies, Slovenia implemented both education programs and

awareness training initiatives for their officers. The government also funded NGOs to provide trafficking awareness classes for students in elementary schools. On top of that, it conducted surveillance at borders and looked out for trafficking incidences. Finally, the government provided Slovenian troops with trafficking awareness training. Under protection policies, the Slovenian government increased victim assistance and provided funding to several anti-trafficking NGOs to provide shelter rehabilitation programs. In 2006, they were able to assist 43 trafficking victims in shelters, compared to zero the previous year, which is a huge increase. The government also put in place laws to prevent trafficking victims from being unlawfully punished as a result of their being trafficked. Lastly, Slovenia prosecuted six traffickers in 2006, compared to only two in 2005, and conducted anti-trafficking training for over 800 police officers. The government of Slovenia increased its policies and initiatives to combat human trafficking in every category the year it was moved to a Tier 1 ranking, especially its protection efforts. I believe Slovenia's efforts in 2007 justify their increased ranking.

Switzerland

Switzerland became ranked a Tier 1 country in 2006 after multiple policy changes were made towards human trafficking in 2005. The Swiss government implemented several prevention policies in 2006. It funded over two dozen prevention campaigns to raise awareness on trafficking among business people, and the Swiss embassies and consulates worked to increase their scrutiny of applicants for work visas at high-risk trafficking places like night clubs. This is a great increase in prevention strategies because in 2005 there were no public awareness campaigns or specific surveillance on visas.

Switzerland also provided a very extensive protection program. During the year they changed tier rank, Switzerland assisted 84 trafficking victims in shelters and gave them immediate medical and psychological care. This was a significant increase from the previous year where 64 trafficking victims were assisted. Lastly, Switzerland prosecuted 22 traffickers, compared to 12 the previous year. However, only six of the traffickers received jail sentences. From the data, it seems that Switzerland steadily increased its policies in each of the three categories regarding efforts to combat trafficking. It helped a lot more victims in shelters than most of the other countries in the study, and over a one year period increased its prevention programs greatly, justifying its increase in tier ranking.

Taiwan

Taiwan became ranked a Tier 1 country in 2010 after multiple policy changes regarding human trafficking in 2009. To start, Taiwan implemented more prevention policies than any other country in this study. They implemented multiple mass media and education campaigns to create awareness on human trafficking throughout the entire country including: advertising, pamphlets, pocket cards, baggage tags, field manuals and even films. Taiwan also conducted anti-trafficking training for authorities. Over 4,500 Taiwan officials, academic, civic groups and first responders attended trafficking training conferences and received training. Taiwan also offered more trafficking victims protection than any other country in this study. In 2010, Taiwan assisted an overwhelming 329 trafficking victims in its shelters across the country, almost five times as many as the previous year where they assisted 65. Taiwan did this by allocating money to NGOs to establish two new shelters to assist victims. The government also made

efforts to protect victims from unlawful punishment as a result of being trafficked. Finally, Taiwan had an interesting year in 2010 for prosecutions. Taiwan only prosecuted ten traffickers in 2010, compared to 74 the previous year; this is a significant decrease in its effort to prosecute traffickers. They also did not conduct anti-trafficking training for any of their officers. It is curious that Taiwan did such a poor job improving its trafficking prosecutions in 2010, yet was still moved from a Tier 2 rank to a Tier 1 rank. However, I think this must be because it had more advances in prevention and protection policies than any other country and, even though it did not increase their prosecutions, it still had more prosecutions than several other countries in the study did when they advanced to a Tier 1 rank. It is probable that the U.S. State Department believed it necessary to reward Taiwan for its significant efforts to help protect trafficking victims and prevent future victims by increasing its rank.

Section Summary

Out of the ten countries in this study, nine seem justified in moving to a higher tier rank. The only country that does not is Israel. Israel's efforts declined in both the prosecution and protection categories and did not have any significant policy advances in the prevention category. This does not fit the criteria that the U.S. State Department seems to use in the tier ranking process because Israel is making a smaller effort to combat trafficking than it was the previous year, so why did Israel increase to a Tier 1 ranking in 2012? Since there are no economic implications for states to adhere to the United States annual report, that is not the answer. However, there are social and political implications against states that do not comply with the United States' ideas and policy recommendations for human trafficking. For example, if a state does not comply with

making efforts to combat trafficking in its country, they may be shamed by the United States and other countries around the world, and most states do not want this humiliation; so they do their best to comply. The U.S. government may also withhold or withdraw nonhumanitarian, non-trade-related foreign assistance. In addition, countries on Tier 3 may not receive funding for government employees' participation in educational and cultural exchange programs (U.S. State Department, 2012). However, in the case of Israel, these social and political implications seem to be the other way around. The United States rewarded Israel by increasing it to a Tier 1 ranked country when it did nothing to deserve the increased ranking. It is widely known that the U.S. and Israel are strong allies and quite often work with each other on big issues. In my opinion, it seems that Israel is ranked as a Tier 1 country purely because of their friendly relationship with the United States, which greatly reduces the credibility of the TIP report if the U.S. can rank countries however it sees fit regardless of policies implemented and the statistics.

CHAPTER 9

Policy Recommendations for the U.S. State Department

When it comes to the State Department's Trafficking in Persons report, I think there are a few things that could be done differently to help improve the report's credibility and make it more easily understood by the general public. After researching the Trafficking in Persons report, it seems to me that the standards for combating trafficking are not consistent for all the countries. For example Israel's increased ranking after decreased efforts to combat trafficking is a problem that should be addressed by questioning the State Department and those involved with writing the TIP report. I think it would be

beneficial for the State Department to change the TIP report by including a checklist of things that they require to be ranked a Tier 1, Tier 2 or Tier 3 country. For example, one of the items on the checklist could be, “Is the government making efforts to train law enforcement on identifying victims on human trafficking or is the government utilizing mass media to raise awareness about trafficking?” If the country is doing that, then it would receive a check mark in that category, and at the end, the number of check marks could be totaled up to decide what tier rank that country would be. For example, if there were 18 checks and a country received twelve or more checks it would be ranked as a Tier 1 country, and if it received between 7-12 checks it would be a Tier 2 country, etc. I think this would make the report a lot easier to understand as well as adding more consistency to how the countries are ranked, because currently the ranking process is too inconsistent and in my opinion, lacks some credibility. Also, this checklist process would not force every country to be doing the same exact things to combat trafficking. Clearly, every country is different and some need to focus more on labor trafficking, while others need to focus more on sex trafficking. It all depends on the economic and social structure of the country. This checklist process would not hold the countries to enacting the same exact policies, but would hold them all to the same standard of action. For example, countries may not all be enacting the same policies regarding human trafficking, but they would be committing an equal amount of time and money on the issue.

CHAPTER 10

Conclusion

It is clear that the problem of human trafficking is very complex. There is not one specific way to help combat human trafficking, nor is there one specific policy that can be implemented to eliminate the problem. Each government needs to take steps that will address its own human trafficking issues. The data in this study showed no definite trend in what it took to become a Tier 1 ranked country, such as every country having a certain amount of prosecutions or every country implementing education campaigns. However, from the results of this study, besides making sure that there are laws that criminalize human trafficking, it seems that the implementation of prevention policies regarding human trafficking is the most heavily weighted category when it comes to advancing to a higher tier rank in the U.S. State Department's annual Trafficking in Persons report. This is because every country in this study whose tier rank rose made efforts to implement prevention programs to help combat human trafficking. Even though some countries made greater efforts in prevention, protection, and prosecution policies than others, each country that advanced, besides Israel, did more to combat trafficking than it had the previous year. It may be that the State Department most heavily weights the prevention-policies category in the TIP report, because implementing prevention strategies may be the best way to tackle the issue of human trafficking, by eliminating it from happening in the first place.

Prevention strategies that work to create awareness about human trafficking through educational seminars and mass-media outlets may help to eliminate future victims of

trafficking and create a smaller market for traffickers, making the business dwindle and, therefore, greatly reduce or even eliminate the need for rigorous implementation of programs to help victims of trafficking and the prosecution of traffickers. Prevention policies seem to be the category that countries should focus on if they want to move to a higher ranking in the TIP report. Lastly, human trafficking is an ongoing problem in every country in the world today and countries need to maintain and increase efforts to combat trafficking every single year. The only way this issue can be overcome is through rigorous and continuous efforts by countries to prosecute traffickers, protect victims, and implement educational campaigns to prevent trafficking from happening in the first place.

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