Stop Trafficking!

Anti-Human Trafficking Newsletter

Awareness
Advocacy
Action

This issue highlights why prostitution cannot be separated from human trafficking and why efforts to legalize and legitimate prostitution are misguided.

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The Ongoing Tragedy of International Slavery and Human Trafficking:
An Overview

Testimony of Dr. Janice G. Raymond, Ph.D.
During Hearings before The Subcommittee on Human Rights and Wellness,
The Committee on Government Reform
House of Representatives One Hundred Eighth Congress, Oct. 29, 2003

OVERVIEW
Trafficking in human beings, mostly women and children, has become a global business that affects almost all countries and reaps enormous profits for traffickers and their intermediaries. Human trafficking is not new. What is new is the global sophistication, complexity and control of how women and children are trafficked from/to/in all parts of the globe.

Researchers differ on the numbers of women trafficked. United Nations (UN) reports estimate that 4 million women have been trafficked from one country to another and within countries. U.S. reports cite 700,000 to two million women and children internationally trafficked each year into the sex industry and for labor, with 50,000 into the United States. All estimates, however, are preliminary.

Numbers are always difficult to obtain, but the revenue collected from the trafficking in women and children often reveals what the demography of trafficking cannot tell us with precision - that trafficking in women and children is a big business. The United Nations estimates that trafficking is a 5-7 billion U.S. dollar operation

Tragedy cont. pg. 2

Last month I very happily forwarded to you, our readers, the third issue of Stop Trafficking!

I was sure its pages contained important and practical information that would help guide our common effort to learn about and do something to combat human trafficking in all its ugly forms, while simultaneously sharing creative ways to reach in compassion toward its victims.

Thanks to quick responses from several key readers, I learned a lesson that has given impetus for this fourth and final issue of 2003.

We listed FreedomNetworkUSA as an informative web site. What we did not realize is this organization is actively pursuing the legalization of prostitution as a legitimate alternative for women seeking employment.

Subsequently, in this issue we wish to share some of what we have learned and continue to learn about the complexities of the third most lucrative global business -- human trafficking: Prostitution is simply another means of enslavement, degradation, and promoting profit for some at the expense of women and children.

"Mr. Chairman and members of the subcommittee, thank you for the opportunity of presenting testimony before this committee. Today, I will focus my remarks on sex trafficking.

To put my remarks in context, I should tell you that my organization, the Coalition Against Trafficking in Women (CATW), has been working for fifteen years to promote women’s right to be free of sexual exploitation. We have organizations in most of the major world regions of Africa, Asia, Europe, Latin America and North America. And we conducted the first U.S.- based study, funded by the National Institute of Justice (NIJ), that interviewed numbers of victims of sex trafficking. Our organization, in various parts of the world, has also interviewed 146 victims of trafficking in four other countries; funded and initiated trafficking prevention programs in Venezuela, the Philippines, Mexico and the Republic of Georgia; helped set up shelters for Nigerian and Albanian victims of trafficking in Italy; provided legal assistance to victims of trafficking in the United States, the Philippines, Bangladesh and the Republic of Georgia; and helped draft the new UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime.

Awareness Begins in One’s Own Backyard
Jean Schafer SDS

Vol. 1 No.4  December 15, 2003
Agencies are hiring gender consultants with them being sexually exploited by trafficking of many women for bonded rape. Also ignored is the fact that the subjected to intimate violation, to prostitution in brothels and repeatedly Co-Director of CATW has asked, is who are subjected to this form of human rights and is harmful to those incompatible with fundamental exploitative farm or factory work. A number of NGOs are now insisting that labor trafficking is the real problem and that sex trafficking for bonded labor. A number of industries. Unfortunately, you would never know from many anti-trafficking organizations that it is mostly women who are trafficked for exploitation in prostitution. In fact, many anti-trafficking advocates seem to want to make all references to sex trafficking disappear, talking only about trafficking for bonded labor. A number of NGOs are now insisting that labor trafficking is the real problem and that sex trafficking is comparatively minor, most of it being rather "harmless prostitution."

Clearly, being trafficked into exploitative farm or factory work is incompatible with fundamental human rights and is harmful to those who are subjected to this form of trafficking. But as Dorchen Leidholdt, Co-Director of CATW has asked, is that harm really as severe as the harm to women and girls trafficked into prostitution in brothels and repeatedly subjected to intimate violation, to rape? Also ignored is the fact that the trafficking of many women for bonded labor and domestic work concludes with them being sexually exploited by unscrupulous employers and others.

It is a travesty that at a time when governments and international agencies are hiring gender consultants to conduct gender analyses and combating violence against women that these same governments and agencies are deliberately promoting a disconnect between trafficking and prostitution. They advocate the recognition of what they call "voluntary" prostitution as legitimate work, and even the recognition of trafficking as "migration for sex work."

### FACTORS PROMOTING SEX TRAFFICKING
- **Men’s demand** for the sex of prostitution;
- **Women’s increasing poverty**, driving women and children into situations of sexual exploitation;
- **Economic policies of international lending organizations** that mandate structural adjustments in developing regions of the world, forcing countries to cut back on social services and employment, thus driving more and more women to seek income abroad;
- **Predatory recruiters**, who take advantage of this poverty to recruit women into the sex industry;
- **Repressive immigration policies** that cast traffickers in the role of major international players who facilitate global migration;
- **Military presence**, which generates sex industries in many parts of the world that are tolerated by governments, including our own, as rest and recreation venues for the troops;
- **Racial myths and stereotypes** that promote sexual exploitation, for example, in tourism brochures and on the Internet, advertising "exotic women for sexual pleasures" abroad;
- **Globalization of the economy**, which means globalization of the sex industry, as it becomes an industry without borders. Large and small-scale trafficking networks operate across borders, actively recruiting girls and women, especially from villages, city streets, and transportation centers. Hotels, airlines, and charter companies, often with direct and indirect government collusion and corruption, are involved in the trafficking of women for sex tourism.

### SEX TRAFFICKING IS PROSTITUTION

Trafficking depends upon globalization of the sex industry. Globalization of the sex industry means that countries are under an illusion if they think they can address trafficking without addressing prostitution. Yet, in many forums, we hear governments repeating the message that we must not talk about prostitution — only trafficking.

All of these structural factors that I have cited above are responsible for the increase in sex trafficking worldwide. But what many anti-trafficking advocates don’t want to address is the role of State-sponsored prostitution and its role in promoting sex trafficking worldwide. We believe that State-sponsored prostitution is a root cause of sex trafficking. We call legalized or regulated prostitution State-sponsored prostitution because although systems vary, the common element is that the system of prostitution itself becomes sanctioned by the State. The term State-sponsored prostitution signals that in any of these systems that recognize the sex industry as a legitimate enterprise, the State effectively becomes another pimp, living off the earnings of women in prostitution. State-sponsored prostitution is a provocative term, especially in these days when the term is used in the context of State-sponsored terrorism. And it is meant to be provocative. State-sponsored prostitution is a form of State-sponsored sexual terrorism posing as sexual and economic freedom for women.

There is a fundamental connection between legal recognition of prostitution industries and the increase in victims of sex trafficking. Nowhere do we see this relationship more clearly than in countries advocating prostitution as an employment choice, or who foster the legalization of prostitution, or who support the decriminalization of the sex industry. Such countries promote sex trafficking by institutionalizing...
prostitution as lawful work, and by legally transforming pimps and traffickers into sex industry entrepreneurs, brothels into acceptable businesses and entertainment centers, and prostitution customers into legitimate sexual consumers.

One argument for legalizing prostitution in the Netherlands was that legalization would help end the use of desperate immigrant women trafficked for prostitution. A report done for the governmental Budapest Group stated that 80% of the women in the brothels in the Netherlands are trafficked from other countries. As early as 1994, the International Organization of Migration (IOM) stated that in the Netherlands alone, "nearly 70 per cent of trafficked women were from CEEC [Central and Eastern European Countries]."

Another argument for legalizing prostitution in the Netherlands was that it would help end child prostitution. In reality, however, child prostitution in the Netherlands has increased dramatically during the 1990s. The Amsterdam-based Child Right Organization estimates that the number has gone from 4,000 children in 1996 to 15,000 in 2001. The group estimates that at least 5,000 of the children in prostitution are from other countries, with a large segment being Nigerian girls.

CONSEQUENCES FOR THE UNITED STATES
In the United States, we do not have legalized prostitution, except in several counties in Nevada. But in many states, prostitution is tolerated as if in fact it were legal. To be more specific, it is the sex industry that is tolerated under the headings of sex tourism agencies, massage parlors, sex clubs, escort agencies and lap dancing venues, all of which are effectively locations for prostitution activities. The sex industry has become adept at calling prostitution and brothels anything else than what they are -- centers of sexual exploitation. And it is, of course, in these venues where one finds the highest numbers of women who have been trafficked from abroad.

For example, in our report on sex trafficking in the United States, we found that sex clubs and massage parlors around some military bases in the United States are populated with inordinate numbers of Asian women especially. Although these venues are officially off limits to servicemen, the regulation is not enforced and the prostitution establishments are filled with military men that replicate the sexual R&R areas that proliferate near U.S. military bases, for example, in Korea and Okinawa.

There has been little effort to arrest, charge and prosecute traffickers, pimps and other procurers of women in these venues. And there has been even less effort to arrest, charge and prosecute those men who create the demand that fosters all forms of sexual exploitation that lead to trafficking. Unfortunately, it is the victims who are most often arrested, charged and sometimes prosecuted as if they are the exploiters and the criminals. We must address the demand.

The Coalition Against Trafficking in Women commends the efforts of Director John Miller of the Trafficking in Persons Office at the State Department. He has provided much-needed leadership in this position. But both he and we know that much more needs to be done.

Each year, the United States is mandated under the Trafficking Victims Protection Act to provide a report on countries’ efforts to combat trafficking in persons. Unfortunately, there are countries such as the Netherlands and Germany, that are ranked in Tier 1, the topmost category. These two countries have legalized or decriminalized prostitution industries. NGOs have asked that these countries should not be ranked in Tier 1 because their policies on prostitution encourage sex trafficking.

The Coalition Against Trafficking in Women recommends that no country legalizing prostitution should be in Tier 1. Rather, it should be noted that these countries have legalized brothels and pimping that contribute to “significant numbers” of women being trafficked into these countries for sexual exploitation.

At the very least, the TIP report should note that countries that have established legal regimes in which prostitution is allowed to flourish have exorbitantly high numbers of women who have been trafficked. In the language of the Trafficking in Persons Protection Act (TVPA), governments cannot “prohibit trafficking and punish acts of trafficking,” as well as make “serious and sustained efforts to eliminate trafficking,” as the TVPA Act requires, by legalizing prostitution.

The National Security Presidential Directive (NSPD) on Combating Trafficking in Persons, signed in December, 2002, states that “prostitution and related activities are inherently harmful and dehumanizing, identifying these activities as contributing to the phenomenon of trafficking, and opposing the regulation of prostitution as a legitimate form of work for any human being.” The policy directs all agencies to review matters including training, personnel and grant making to accommodate the provisions of this Directive.

We applaud this policy but caution that any policy is only as good as its implementation. One problem is that U.S. NGOs supporting prostitution...
Legalization or the Decriminalization of Prostitution. . .

1. is a gift to pimps, traffickers and the sex industry.
2. promotes sex trafficking.
3. expands the sex industry, rather than controls it.
4. increases clandestine, illegal and street prostitution.
5. increases child prostitution.
6. does not protect the women in prostitution.
7. increases the demand for prostitution, encouraging men to buy women for sex in a wider and more permissible range of socially acceptable settings.
8. does not promote women’s health.
9. does not enhance women’s choice.
10. Women in systems of prostitution do not want the sex industry legalized or decriminalized.

“These ten points are taken from an article by Janice G. Raymond entitled, “Ten Reasons for Not Legalizing Prostitution and a Legal Response to the Demand for Prostitution.”

The article contains extensive reference material that factually corroborates the ten points. Excerpts from the “Legal Response” follow (pgs. 5-7).

Anti-Human Trafficking Newsletter

Advocacy

Stop Trafficking! is dedicated exclusively to fostering an exchange of information among religious congregations and collaborating organizations working to eliminate all forms of trafficking of human beings.

To contribute information, or make requests to be on the mailing list, please use this e-mail address: jeansds2000@yahoo.com

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“There is no evidence that legalization of prostitution makes things better for women in prostitution. It certainly makes things better for governments that legalize prostitution and, of course, for the sex industry, both of which enjoy increased revenues. The popular fiction that all will well in the world of prostitution once the sex industry is legalized or decriminalized, is repudiated by evidence that the degradation and exploitation of women, as well as the harm, abuse, and violence to women still remain in State-sponsored prostitution. State-sponsored prostitution sanitizes the reality of prostitution. Suddenly, dirty money becomes clean. Illegal acts become legal. Overnight, pimps are transformed into legitimate businessmen and ordinary entrepreneurs, and men who would not formerly consider buying a woman in prostitution think, ‘Well, if it’s legal, if it’s decriminalised, now it must be O.K.’

Governments that legalize prostitution as ‘sex work’ will have a huge economic stake in the sex industry. Consequently, this will foster their increased dependence on the sex sector. If women in prostitution are counted as workers, then governments can abdicate responsibility for making decent and sustainable employment available to women.

Instead of abandoning women in the sex industry to State-sponsored prostitution, laws should address the predation of men who buy women for the sex of prostitution. Men who use women in prostitution have long been invisible. Legislators often leap onto the legalization bandwagon because they think nothing else is successful. But there is a legal alternative. Rather than sanctioning prostitution, states could address the demand by penalizing the men who buy women for the sex of prostitution.

Sweden has drafted legislation recognizing that without male demand, there would be no female supply. Thinking outside the repressive box of legalization, Sweden has acknowledged that prostitution is a form of male violence against women and children, and the purchase of sexual services is criminalized. The inseparability of prostitution and trafficking is recognized by the Swedish law: ‘Prostitution and trafficking in women are seen as harmful practices that cannot, and should not be separated; in order to effectively eliminate trafficking in women, concrete measures against prostitution must be put in place’ (Ekberg, 2003, p. 69).

Sweden’s Violence Against Women Government Bill (1997/98:55 (4), prohibits and penalizes the purchase of ‘sexual services’ (Swedish Government Offices, 1998). This approach targets the male demand for prostitution: ‘By prohibiting the purchase of sexual services, prostitution and its damaging effects can be counteracted more effectively than hitherto’ (Swedish Government Offices, 1998, p.2). The Swedish legislation criminalizing the buyers is based on the policy that ‘Prostitution is not a desirable social phenomenon’ and is ‘an obstacle to the ongoing development towards equality between women and men (Swedish Government Offices, 1998, p.2)’. Furthermore, the law against purchasing sexual services is part of a wider Violence Against Women Bill that allocates resources to support the development of alternatives for women in prostitution.

Results of the Swedish legislation thus far have been promising. The prohibition against men buying prostituted women has received strong social support. Several polls, conducted in 2000 and 2001, show that approximately 80% of the Swedish population supports the law. Of those who want to repeal the law, the majority are men, with only 7% of women in support of repeal (Jacobson, 2002, p.24). Most importantly, women who are attempting to leave prostitution support the law (Ekberg, 2001). Swedish NGOs that work with women in prostitution also support the law and maintain that since passage of the law, increased numbers of women contact them for assistance. The very existence of the law, and the fact that people know it will be enforced, they say, serve as an aid to young women who are vulnerable to pimps and procurers (Ekberg, 2001).

Street prostitution has declined in the three years since the law was passed. The number of prostituted women has decreased by 50%, and 70-80% of the buyers have left public places. Furthermore, a police representative maintained that there is no indication that prostitution has gone underground, or that prostitution in sex clubs, escort agencies and brothels has increased (Björling, 2001). Police have also stated that the Swedish law
After the first race, Swedish Vice-Prime Minister and Minister for Gender Equality Margareta Winberg spoke to the 5000 persons in attendance about the campaign and about its focus on the buyers of women and children in prostitution (Ekberg, 2003, p. 71). Opening a national campaign against trafficking and prostitution at a racetrack must rank as one of the most inventive 'best practices' to prevent sexual exploitation, targeting a large population of men who actually and potentially buy women for sex acts.

Sweden also launched a nationwide poster campaign focusing on the demand for prostitution. Colorful posters publicizing the Law Prohibiting the Purchase of Sexual Services were displayed in bus shelters, subway stations and on streetcars throughout Sweden. The posters were designed to increase public awareness about prostitution and trafficking in women by spotlighting the men who buy women for sex. For example, one poster was a representation of Swedish sex tourists who travel to Baltic countries. The poster featured a well-dressed man in a suit, wearing a wedding band, with the caption, 'Time to flush the johns out of the Baltic.' Another poster depicted a young man surfing for Internet pornography. The poster reads: 'More and more Swedish men do their shopping over the Internet (Ekberg, 2003, pp. 75-76).’ The poster campaign attracted much public attention both within and outside Sweden (Ekberg, 2003, p. 72).

We hear too little about the role of the sex industry in creating a global sex market for women and children. Instead, we hear that prostitution could be made into a better job for women through regulation and/or legalization, through unions of so-called 'sex workers,' and through campaigns that provide condoms to women but fail to provide them with alternatives to prostitution. We hear much about how to keep women in prostitution but very little about how to help women get out.

Sadly, in several countries, labor unions have been encouraged to accept prostitution as work (Young, 2002). Rather than affirming prostitution as work, labor unions could follow the example of Denmark’s Confederation of Trade Unions (LO), which, in June 2003, prohibited its 1.5 million members (in a country of 5.4 million) from engaging in prostitution when they represent the union on business and travel abroad (Agence France Presse, 2003).

It would be a great leap forward in the campaign against sexual exploitation for governments and UN agencies to prohibit their diplomats, military personnel, UN police and peacekeepers from engaging in prostitution activities on or off duty. Some agencies, such as the UN Inter-Agency Standing Committee (IASC) that brings together over 15 UN and multilateral agencies, have devised codes of conduct for their personnel in humanitarian crisis situations (Inter-Agency Standing Committee, 2002). One of the core principles of the IASC Code of Conduct states: ‘Sexual exploitation and abuse by humanitarian workers constitute acts of gross misconduct and are therefore grounds for termination.’ Another core principle makes clear that, 'Exchange of money, employment, goods, or services for sex, including favours or other forms of humiliating, degrading or exploitative behavior is prohibited' (Inter-Agency Standing Committee, 2002).

The way in which countries address the legal status of prostitution will have an enormous impact on efforts to combat trafficking. Anti-trafficking advocates and legislators must address prostitution as a root cause of sex trafficking, and not be silenced by those who insist that we must speak only about trafficking – not prostitution – in governmental or non-governmental forums. Many governmental and nongovernmental representatives have capitulated to
Legalize Prostitution: A Way to Improve Las Vegas Economy?

In a recent article by Erin Neff in the Las Vegas Review-Journal, Oscar Goodman, laid out ways Las Vegas could revitalize itself and improve its economic base: a top flight medical facility, a sports stadium, a revitalized arts district, a performing arts center, or a red light district on E. Fremont St. with legalized brothels and a medical clinic.

The article states that seven of Nevada’s eligible 16 counties -- Churchill, Esmeralda, Lander, Lyon, Mineral, Nye and Storey -- already have legalized prostitution. Nevada law prohibits brothels in any county with a population greater than 400,000, so the Las Vegas mayor asked lawmakers about changing state law. Since illegal prostitution is already occurring, Goodman believes legal brothels could “provide safer, regulated and revenue-generating sex,” as well as be a redevelopment tool.”

Business owners, residents and tourists are split on whether legalizing the sale of sex would help the area. Assemblywoman Chris Giunchigliani, D-Las Vegas, whose district includes downtown Las Vegas, is an advocate for the proposed downtown performing arts center, said, “From a health and safety perspective (legalized prostitution) could make sense ... but I don’t know the impact on the performing arts center or what it would mean to the goal of creating condos and small retail downtown.”

The owner of the Moonlite Bunny Ranch outside of Carson City in Lyon County was quoted as willing to, “invest large sums of money and create a top-of-the-line, yet discreet facility,” as a way to attract the 10,000 weekend visitors who come to Las Vegas every week looking for more than just gambling.

Some casino executives are against legalized prostitution, preferring a San Diego-style Gaslamp District with supper clubs and taverns. They do not believe legal prostitution will help clean up the area. Clark County Commissioner Bruce Woodbury was not in favor. He was quoted, “We would really be debasing Las Vegas and certainly sending a very negative message to our children.”

Las Vegas police Sgt. Gil Shannon, who works vice, said Las Vegas already has been ranked as one of the worst places to raise a child, and legalizing prostitution would compound the problem. “We’re only going to add fuel to the fire,” Shannon said.

So far this year, police have arrested 127 prostitutes under the age of 18, and 368 different prostitutes have tested positive for HIV. “The brothels aren’t going to hire them,” Clark County Sheriff Bill Young was quoted to say. District Attorney David Roger said the market would still exist for street prostitution, even if brothels were made legal. Assemblywoman Sheila Leslie, D-Reno, said she thinks Nevada has already been “penalized for our legalized prostitution.”

Finally, rather than cashing in on the economic profits of the sex industry by taxing it, governments could seize assets of sex businesses and then use these funds to provide real alternatives for women in prostitution. Measures to prevent trafficking and prostitution, or to prosecute traffickers, recruiters, pimps and buyers, will be inadequate unless governments invest in the futures of prostituted women by providing economic resources that enable women to improve their lives.”

References
- “Why Do Men Buy Sex?” Interview with Sven-Axel Mansson. NIKK magasin, (Journal of the Nordic Institute for Women’s Studies and Gender Research), 1: 22-25.
as work, and decriminalization of the sex industry, are still being funded. For example, the Freedom Network, organized by the International Human Rights Law Group and CAST, has received a DOJ grant which began in April, 2003, to conduct nationwide trainings and mentoring activities over a 3-year period for law enforcement, government agencies and NGOs. There are, of course, some NGOs in this network who do not support prostitution as an employment choice but this is not the issue. The central problem is that this anti-trafficking network is organized and led by well-known, pro-‘sex work’ advocates. CAST, through the Little Tokyo Service Center, has received almost $2 million in grants from the Office of Victims of Crime and the Office of Refugee Resettlement.

Meanwhile, NGOs that we work with have submitted grant proposals for prevention of trafficking and assistance to trafficking victims, most of which have not yet been funded.

Today, I could have spent my time giving you more of a general overview of the problem of sex trafficking. We have reached a point, in anti-trafficking work where we are facing a public policy crisis over the legalization of prostitution worldwide. If the United States is to realize its goals of combating trafficking, we must do more than rhetorically address prostitution and its relationship to trafficking. And government must be willing to put its money where its mouth is.”

Tell Las Vegas Your Opinion!

Pro: <          > Con:

• Assemblywoman Chris Giunchigliani, D-Las Vegas downtown area;
• Dennis Hof, owner - Moonlite Bunny Ranch in Lyon County

• Clark County Commissioner Bruce Woodbury;
• Clark County Sheriff Bill Young;

• Las Vegas Police Sgt. Gil Shannon;
• District Attorney David Roger;
• Assemblywoman Sheila Leslie, D-Reno;
• Alan Abrams, VP/Dir. of Operations of Exber Inc., which operates the Western and El Cortez Casinos on Fremont Street.