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“Trafficking in Persons in Thailand and Cooperation by Government of Japan “

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1. Overview: Trafficking in Persons in the GMS

Increasing trafficking in persons(TIP), especially in women and children, has been a great concern among the ASEAN countries, especially in the Greater Mekong Sub-Region (GMS), i.e., Cambodia, China, Laos, Myanmar, Thailand and Viet Nam, for the past decades. With the globalization of economy and information technology, people’s lives improved both socially and economically, yet at the same time, the transnational crime rates and illegal migration increased in the GMS. It is estimated that there are about 8 million victims of

human trafficking in the world, two thirds of which are from South-east Asia and majority are women and children.

The GMS governments and NGOs took initiatives to work against trafficking in persons, such as Manila Process in 1996 and Bali Ministerial Meetings on Trafficking and Migrant Smuggling and follow-up in 2002 and 2003. The Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol), which was adopted in 2000 became effective in 2003, introduced a new comprehensive definition of trafficking in persons.¹ The bilateral Memorandum of Understanding (MOU) was signed between Thailand and Cambodia in 2003. And in 2004, six GMS countries agreed to sign the MOU

¹ Article 3: (a) "Trafficking in persons" shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs; ... (c) The recruitment, transportation, transfer, harbouring or receipt of a child for the purpose of exploitation shall be considered "trafficking in persons" even if this does not involve any of the means set forth in subparagraph(a) of this article; (c) "Child" shall mean any person under eighteen years of age. In the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (Palermo Protocol) in 2000. (www.segretariatosociale.rai.it/INGLESE/codici/tratta_esseri_umani/protocol_ing.pdf)

on Cooperation against Trafficking in Persons in the Greater Mekong Sub-Region through Coordinated Mekong Ministerial Initiative against Trafficking (COMMIT) process.

A great progress has been made in the past five years since the United Nations Inter Agency Project (UNIAP) served as the Secretariat for the COMMIT process and facilitated in formulating regional and national action plans. Each country in the GMS set up the focal point in the government as well as coordinating committees to deal with the trafficking in persons. The governments have been trying to reform the laws and legal systems to be more supportive for the victims and be harder on the brokers and traffickers.

A large number of international and national NGOs worked for the prevention and advocacy campaigns as well as assisted victims to be rescued and re-integrated into society. Among others, the Australian project² supported the legal reforms and trained legal personnel and police to be more sensitive about the victims of the trafficking in each GMS country. Such international NGOs as the Asian Foundation, Global Alliance Against Traffic of Women (GAATW), Save the Children and World Vision are active on prevention of TIP and reintegration of the victims in several countries in the GMS.

² ARCPP(Asia Regional Cooperation to Prevent People Trafficking).
<http://www.arcpt.org/eng/index.html>

The ASEAN Secretariat has been concerned with the TIP in GMS mainly from the perspective of international crime prevention. The ASEAN Committee on Women was concerned with violence against women through its regional meetings and made a good progress. The international crime prevention aspects of TIP, therefore, made good results, however, the social services delivery program for TIP victims were not sufficiently dealt with in the ASEAN Social Development and Welfare Meetings, including Committee meetings on Women.

As shown in the annual reports on TIP published by the U.S. Department of State³ since 2001, the measures taken by the governments and civil society have not been sufficient to tackle the TIP issues in the GMS. The Table 1 shows that none of the GMS countries are categorized in Tier 1 but most of them fall under Tier 2, Tier 2 Watch List or Tier 3. The Tier 3 is the worst category which may provoke the economic sanctions by the U.S. government.

Table1. Trafficking in Persons Report by US Department of State

³ Trafficking in Persons Report by US Department of State. (<http://www.state.gov/g/tip/rls/tiprpt/>)

(Tier1, Tier2, Tier2-WL, Tier3)⁴

	2001	2002	2003	2004	2005	2006	2007
Cambodia	2	3	2	2	3	2-WL	2-WL
Laos	2	2	2	2-WL	2	3	2
Myanmar	3	3	3	3	3	3	3
Viet Nam	2	2	2	2-WL	2	2	2
Thailand	2	2	2	2-WL	2	2	2
China	2	2	2	2	2-WL	2-WL	2-WL
Japan	2	2	2	2-WL	2	2	2

2. Trafficking in Persons in Thailand

2-1. Present Situations and Major Issues on Trafficking in Persons

⁴ The classification of Tiers are as follows:

- **Tier 1:** Countries whose governments fully comply with the Act's minimum standards.
- **Tier 2:** Countries whose governments do not fully comply with the Act's minimum standards but are making significant efforts to bring themselves into compliance with those standards.
- **Tier 2 Watch List:** Countries whose governments do not fully comply with the Act minimum standards but are making significant efforts to bring themselves into compliance with those standards.
- **Tier 3:** Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so.

There is about 200,000 labor out-migration of Thais to more than 20 countries in the world. Whereas, there are about 2 million migrant workers staying in Thailand, majority of them are from Myanmar, Laos and Cambodia, of which more than half are women and children of ethnic minorities, without possessing legal documents. As of March 2002, a total of 428,431 migrants had registered, following the Thai Government's decision to allow undocumented migrants to register with the government⁵. Among those registered, 348,747(81.4%) were from Myanmar, 42,085 (9.8%) from Laos and 37,595 (8.7%) from Cambodia.

Along with the cross-boarder labour migration, the number of transnational victims of trafficking also increased. Thailand is a sending country of its own trafficked women and children to the developed countries, such as Japan, Australia, Europe and the United States. However, due to its rapid economic growth, it attracted migrant workers from the surrounding GMS countries. Thailand is now the largest destination, transit and sending out country of the victims of trafficking.

The TIP issue is rather complicated and sensitive, and needs inter-ministerial efforts,

⁵ Asian Migration Center (2002). Migration Needs, Issues and Responses in the Greater Mekong Subregion; A Resource Book, AMC, Hong Kong, pp5-6.

including not only police departments but also ministries concerned with justice, immigration, labour, health, education, gender equality, children, ethnicity, etc. There are multiple perspectives when dealing with trafficking: 1) trafficking for prostitution and sex works, 2) trafficking of children, 3) trafficking as un-safe migration, 4) trafficking as labour issues, 5) trafficking as a criminal problem, 6) trafficking as human rights issue, etc.⁶ There are several outstanding features of trafficking in persons in Thailand as follows:

<Thai Victims Overseas>

As a sending out country, the Table 2 shows that 610 Thai women and children were rescued in 30 countries between 2002 and 2005. Among them, the figure officially rescued in Japan was 172, the highest of all, followed by Malaysia, South Africa, UK and Australia. The real figure of the victims is estimated to be much higher than these reported figures.

Table 2. Thai Women and Children Rescued Overseas as TIP Victims

(Fiscal Year 2002 to September 2005)

⁶ The Asia Foundation (May 2006). Review of a Decade of Research on Trafficking in Persons, Cambodia, by Annuska Derks, Roger Henke and Ly Vanna and in collaboration with the Center for Advanced Study.

Country	2002	2003	2004	2005	2006	Total
1. China	1	-	-	3	-	4
2. Taiwan	1	-	-	2	-	3
3. Singapore	2	7	1	18	-	28
4. Hong Kong	4	9	4	4	-	21
5. Japan	13	57	53	45	4	172
6. Malaysia	25	49	32	60	-	166
7. UK	27	2	4	6	-	39
8. Lebanon	-	7	-	-	-	7
9. South Africa	-	25	8	14	4	51
10. Australia	1	13	8	11	-	33
11. Denmark	-	2	-	2	-	4
12. Israel	-	1	-	-	-	1
13. Switzerland	-	1	1	1	-	3
14. Germany	-	2	-	-	-	2
15. Timor	-	15	1	-	-	16
16. New Zealand	-	1	-	1	-	2
17. Bahrain	-	8	14	4	-	26
18. Ireland	-	-	1	1	-	2
19. Korea	-	-	2	-	-	2
20. Philippines	-	-	1	-	-	1
21. France	-	-	4	1	-	5
22. Austria	-	-	4	1	-	5
23. Italy	-	-	1	1	-	2
24. Argentina	-	-	1	-	-	1
25. Greece	-	-	1	-	-	1
26. India	-	-	2	-	-	2
27. Norway	-	-	-	1	-	1
28. Pakistan	-	-	-	3	-	3
29. Greece	-	-	-	1	-	1
30. Brunei	-	-	-	6	-	6
Total	74	199	143	186	8	610

Source: Office of Anti-Trafficking of Women and Children, Department of Social

Development and Welfare, Ministry of Social Development and Human Security,
Thailand, 2006.

<Sex Trafficking>

Internal trafficking also occurs, especially in relation with sex industries. Women and children in rural areas are brought to the cities as workers in the factories and restaurants, and lured into sex industries. It has been estimated that there are 250,000 to 400,000 sex workers in Thailand, both male and female, Thais and other nationals, with increased demand by tourism. There is no figure about how many of the sex workers are migrant women. The children, both girls and boys, are also vulnerable for sex trafficking.

<Civil Rights of Ethnic Minority Groups>

Thailand has nine formally recognized ethnic minority groups with a total population of about 900,000 persons. In the past, nearly all of these ethnic groups lived on the highlands along the boarder, receiving no educational, health and other social services from the government. Their situation has improved after the government adopted the Master Plan for Community Development, Environment and Narcotic Plant Control on the Highlands in 1992, however, it has been difficult for them to obtain citizenship and legal rights due to complex procedure,

thus losing educational opportunities and other civil entitlements. Accordingly, many women and children become vulnerable to sex abuse, drugs, labor exploitation, mistreatment and trafficking within country and abroad⁷.

<Violence against Migrant Domestic Workers>

There are 600,000 domestic workers in Thailand, 80% of which is women. The number of domestic workers from Myanmar and Laos has increased recently, most of them are illegal migrants. Due to the private nature of domestic services, it is difficult to know how their rights are protected⁸. It is assumed that even though the migrant domestic workers face physical and sexual abuse by employers, it is difficult to make a case. Since they are mostly illegally staying in Thailand, they are afraid of deportation to the original countries where they may be punished against illegal boarder crossing and other offenses.

<Discriminatory Measures against Migrant Women >

⁷ UNESCO has been working on the hill tribe girl's project, Highland Citizenship and Birth Registration Project in Thailand.

⁸ It has been reported that 44% of the women who have or used to have spouse had been physically or sexually abused by their husbands or lovers in Thailand, yet the Domestic Violence Law has not yet been passed. CEDAW NGO Report Working Group and Thai Women Watch (2003). Thailand Second NGO Alternative Report on the Implementation of CEDAW, Bangkok, p14.

Only about 180,000 migrant women from Myanmar, Cambodia and Laos granted work permit in 2002⁹, however, the real figure would be triple or more. There is a mandatory pregnancy test for migrant women workers when they want to renew their work permit in Thailand. If they are found as pregnant, they will be deported along with a family. This kind of discriminatory policy has a negative impact on women and her family, and may lead women into unsafe abortion. Further, if Myanmar women and men are found as HIV positive after deported from Thailand, they will be put in a separate hospital, further discriminated and stigmatized.

2-2. Measures for Anti-Trafficking in Persons

Thai government recognized the trafficking in persons in 1984 when the girls were burned to death, chained and locked up in a brothel in Phuket. However, the government rather recognized them as victims of enforced prostitution. In 1991, 150 Myanmar girls were found in the brothels in Ranong, forced into prostitution and physically abused. About 70 of them were deported by Thai government. It was rather recognized as a cross boarder prostitution issue.

⁹ Asian Migration Center (2002). Migration Needs, Issues and Responses in the Greater Mekong Subregion; A Resource Book, AMC, Hong Kong, pp146-147.

Major legal changes occurred as below. Despite all these laws, however, the brokers and trafficker are not sufficiently prosecuted:

1. 1960 Prostitution Suppression Act criminalized prostitution. So any girls and women engaged in prostitution would be fined and sent by court order to rehabilitation for two years while the customers did not get any sanction.
2. 1996 Prostitution Prevention and Suppression Act (B.E. 2539) was made mainly to prevent child prostitution. The prostitution of adult women is considered as an offense as to upsets public morality. Women will be fined without compulsory rehabilitation. Only children under 18 years old engaged in prostitution are forced to be rehabilitated and the parents involved in the sale of their children are punished.
3. 1997 Women and Children Trafficking Prevention and Suppression Act (B.E.2540) refers to women, girls and boys, and trafficking victims of other nationality. However, it does not adopt the definition of trafficking stated in the 2000 Palermo Protocol, and thus excludes forced labour and male victims of trafficking.
4. 1999 Common Guidelines for Agencies Concerned with Cases where Women and Children are Victims of Trafficking (revised in 2003) accepts foreign victims to government shelters/centers.
5. A new Law on Prevention and Suppression of Trafficking in Persons is being discussed

at the Cabinet to be approved by the end of 2007, which adopts the definition of trafficking in persons specified in the Palermo Protocol. It is still being questioned how the law could be more effectively applied and whether the penalty to the agents and brokers is heavy enough.

It was only in 2000 when the Palermo Protocol was ratified that the government fully recognized the broad definition of trafficking in persons¹⁰, and started to take serious actions. The measures taken by the government have been as follows:

Table 3. Measures taken by the Thai Government against Human Trafficking

Year	Measures taken against Trafficking in Persons
1960	● Prostitution Suppression Act
1996	● Prostitution Prevention and Suppression Act (B.E. 2539)
1997	● Women and Children Trafficking Prevention and Suppression Act (B.E.2540)
1998	● Establishment of Center for Protection of Children and Women in the Royal

¹⁰ UN Convention against Transnational Crime and Protocol to Prevent Suppress and Punish Trafficking of Persons ratified in 2000.

	Thai Police
1999	<ul style="list-style-type: none"> ● Sub-Committee on Anti-Trafficking on Children and Women under the Prime Minister's Office (then sifted to the Ministry of Social Development and Human Security after 2002) ● Common Guidelines for Agencies Concerned with Cases where Women and Children are Victims of Trafficking (revised in 2003) ● Revised Criminal Act
2000	<ul style="list-style-type: none"> ● Ratified the UN Convention against Transnational Crime and Protocol to Prevent Suppress and Punish Trafficking of Persons(Palermo Protocol)
2002	<ul style="list-style-type: none"> ● Establishment of Bureau of Anti-Trafficking in Women and Children under Ministry of Social Development and Human Security as national focal point of human trafficking.
2003	<ul style="list-style-type: none"> ● National Plan and Policy on Prevention and Resolution of Domestic and Cross-border Trafficking in Children and Women (2003-2008) was approved. Three domestic MOU have been signed. ● MOU on human trafficking between Cambodia was made. ● Child Protection Act
2004	<ul style="list-style-type: none"> ● MOU on Cooperation against Trafficking in Persons in the GMS was

	<p>approved and signed by 6 GMS countries.</p> <ul style="list-style-type: none"> ● Prime Minister Thaksin Sinawatra has announced TIP as an important national issue.
2005	<ul style="list-style-type: none"> ● National Committee on Prevention and Suppression of Human Trafficking was established under the Chair of Vice Prime Minister. ● Anti-Trafficking Fund of 500 million Baht for supporting the victims was created by the Prime Minister. ● The National Operation Center of Prevention and Suppression of Human Trafficking was established under the Permanent Secretary of Ministry of Social Development and Human Security. A hotline “Prachabody” was also set up in the Ministry. ● MOU on human trafficking between Laos was made. ● Over 180,000 Cambodian migrant workers were registered as legal migrant workers in Thailand.
2006	<ul style="list-style-type: none"> ● Over 75,000 in total Cambodian and Laos migrant workers were granted identification cards in Thailand.
2007	<ul style="list-style-type: none"> ● A new comprehensive Law on Prevention and Suppression of Trafficking in Persons is being discussed in the cabinet.

2-3. National Focal Point and National Mechanism

There are three Bureaus in the Ministry of Social Development and Human Security which promote the anti-trafficking policies and programs as of September 2007.

- 1. The Bureau of Anti-Trafficking in Women and Children** was established in 2002 under the Department of Social Welfare of the Ministry of Social Development and Human Security, in line with the overall government reform. The Bureau is an implementation arm of the protection and prevention of the victims of human trafficking. It is mandated to 1) prevention, 2) protection and welfare services, 3) legal support, 4) repatriation and reintegration regarding the trafficked victims. The Bureau supervise seven major government centers/shelters, mostly called Protection and Vocational Training Centers, and 96 emergency centers in provinces. The Bureau has about 200 staff in Bangkok and about 2000 staff for the whole country. The Department of Social Welfare serves as the secretariat for the National Committee on Prevention and Suppression of Human Trafficking.
- 2. The Bureau of Child Promotion and Protection under the Office of Welfare Promotion,**

Protection and Empowerment of Vulnerable Groups (OPP) has been responsible for drafting the National Plan and Policy on Prevention and Resolution of Domestic and Cross-border Trafficking in Children and Women (2003-2008), preparing all the MOUs, either domestic and international, and responsible for managing the main database on human trafficking. It has been serving as a secretariat for the Sub-Committee on Anti-Trafficking on Children and Women created in 1999 under the Prime Minister's Office, then moved to Ministry of Social Development and Human Security in 2002. The Sub-Committee has been the real moving forces for formulating anti-trafficking policies and plans as well as conducting nation wide campaigns.

3. **The National Operation Center of Prevention and Suppression of Human Trafficking** was established in 2005 under the Permanent Secretary of Ministry of Social Development and Human Security. It is a coordination center for both domestic and international policies and programs. Under this National Operation Center, there are Provincial Operation Centers in 75 provinces, which manage the Multi-disciplinary Teams for rescuing and protecting the victims of human trafficking.

Apart from the Ministry of Social Development and Human Security, the **Child and Women Protection Center (Unit)** has been established in the Royal Thai Police, as well as

anti-trafficking unit in provincial police offices. According to the MOUs on trafficking made among several provinces in Thailand, Multi-Disciplinary Teams¹¹, consisting of police officers, prosecutors, social workers, doctors, lawyers, interpreters, labour officers, NGOs, Shelter staff, local government, court, money laundering unit, etc, have been working together to rescue and protect the victims of trafficking and support them in the legal actions. Regarding the extradition of the criminals, mutual assistance on survey and transfer of offenders, the Royal Thai Police has official agreement with other governments. Thai government has agreed with the MOU with Australian government on transnational crime, including trafficking.

2-4. Social Delivery Policies and Programs (Prevention measures, roles and functions of shelters, reintegration and empowerment)

There are 7 shelters/centers for the victims of sexual abuse and trafficking in Thailand, which can accommodate up to about 1200 persons in total. In addition, there are 96 small emergency shelters in the provinces.

¹¹ A multi-disciplinary team was formed under the TRAFCOD (Anti-Trafficking Coordination Unit Northern Thailand), established in 2002 by Ministry of Social Development and Human Security, to coordinate 9 provinces in the North Thailand. Between 2002-2005, the rescued 206 persons, 48 of which was trafficked victims. Majority were women from Myanmar.

Table 4. Protection Centers under the Ministry of Social Development and Human Security

(as of February 2007)

Location	Name of the Center/Shelter	Year started	Total Number Staying	Persons Staying
1. Bangkok (Nontaburi)	Baan Kredtrakhan Protection and Vocational Development Center	1960	391	Girls and young women; about 40-50% are non-Thai (majority from Laos and Myanmar)
2. Bangkok (Nontaburi)	Baan Phumvet (Pat Kret Reception Home for Boys)	1942	170	Boys
3. Chiangrai	Baan Chiangran	1996	314	Girls(302) and Boys(12).
4. Chiang Mai	Chiang Mai Home for Boys	1970	187	Boys and girls
5. Pisanuloke	Baan Songkwae Protection and Occupation Development Centre	1996	115	Girls and young women; 10-20% are non-Thai (majority from Laos and Myanmar, and China)
6. Nakorn Rachasima	Nareesawat Welfare Protection and Vocational Centre for Women	1966	230	Girls and young women; 20-30% are non-Thai : Laos(51), Myanmar (5).
7. Surattani	Baan Srisurat Protection and Occupational Development Centre,	1996	104 and their children(13).	Girls and young women; 20-30% are non-Thai (Myanmar, Cambodia, China, Viet Nam).Covering 14 provinces in the south.

Table 5. Persons Staying at Kredtrakhan Center (as of October 2005)

Nationality	Number of Trafficked Victims	Others	Total Number
Thailand	33 (mostly from North and Northeast Thailand)	156 (family problems)	199
Laos	133 (mostly factory workers)	-	133
Myanmar	28 (mostly prostitution)	10 (prostitution, some came with own will)	38

Cambodia	9 (some are beggars)	5 (there is 13 yeas-old girl who came with mother, and some girls come by herself)	14
Viet Nam	6	-	6
Total No.	209	171	380

(Note: Among these persons, there were 144 persons under 15 years-old, 135 persons in 15 - 18 years-old, 75 persons in 9 - 24 years-old, and 26 persons over 25 years-old. The maximum capacity is up to 550 persons.)

NGOs have been working to support the victims to recover and reintegrated into society.

Such Thai-based NGOs are Anti-Trafficking Coordination Unit Northern Thailand (TRAFCORD), Asia Foundation, Center for Protection of Children’s Rights Foundation, Fight Against Child Exploitation(FACE), Foundation for Women(FFW), Global Alliance against Traffic in Women (GAATW), International Organization of Migration (IOM), EMPOWER, Thai Women’s Watch, Self Empowerment Program of Migrant Women (SEPOM), Shan Women’s Action Network (SWAN), YMCA Payao, Volunteer Group for Children Development(VGDC), Mekong Regional Indigenous Child Rights Home(MRI/CRH)¹², and etc. The MRI and VGDC have shelters and drop-in centers for children of ethnic minorities in the North. The FFW is now considering to set up a drop-in center in Bangkok for the victims of trafficking and other problems to strengthen the Network

¹² Development and Education Program for Daughters and Communities (DEPDC), and Mekong Regional Indigenous Child Rights Home (MRI/CRH). <http://www.depdc.org/>

of Women Returnees to Thailand. The SEPOM has been supporting the returned victims and their children from Japan to gain civil rights and empowerment by peer group activities and networking. Many of them are the members of the Alliance for the Advancement of Women, established in 2000, after Beijing+5, consisting of 39 women NGOs, and closely coordinating their activities.

Although all the efforts and progress made by government and NGOs, it has been difficult for the victims to be self-determined and empowered. Despite being protected and trained for many months in the centers/shelters, some women and girls return to sex sectors and repeat illegal migration due to the lack of alternative ways of living, thus get re-victimized or re-trafficked. The TIP issues cannot be dealt by one country per se, but the concerted efforts are needed among the countries concerned. Otherwise, the TIP can easily cross the national boundaries and be diluted to wherever the gaps exist between the de jure and de fact legal systems and executions.

3. Japan as the Destination Country for Trafficking in Persons

There was 193,745 illegal migrants in Japan in 2006 according to the official statistics of Ministry of Justice, of which 51.9% was men and 48.1% was women. The largest number

is from the Republic of Korea(20.8%), then China(16.0%), Philippines(15.9%), Thai(5.3%), Indonesia, Malaysia, Taiwan, Peru, Sri Lanka, Viet Nam and others. The actual number of illegal migrants should be much larger than these official figures.

Japan is one of the largest destination countries of the TIP in Asia due to its large underground economy and organized crime connected with the entertainment industry which makes extremely high profit. Some report says that sex related industry produces gross profit of more than US\$ 1 billion a year in Japan.

According to the survey on the awareness of TIP in Japan undertaken by the National Women's Education Center in 2006, more than 56.6% answered that they don't know that TIP occurs in Japan, more than 80% don't know anything about against TIP movements and measures taken, and about 45.3% think the migrant women in sex industry should be more severely punished whereas 43.5% think they should be more protected and supported.¹³

Those who have more stereotyped concept about gender roles tend to have opinions to

¹³ A survey format was sent to 5,000 Japanese persons, out of which 1,190 persons (23.8%) replied. Men was 519 (43.6%), women was 646 (54.3%), and no sex identification was 25 persons(2.1%). Source: National Women's Education Center (2007). Trafficking in Persons in Asia and the Pacific and Japan's Contribution: From a Perspective of Women's Empowerment, Tokyo.

punish rather than protect the victims as well as have more generous about prostitution, both buying and selling. The survey suggested that more sex education and awareness raising about TIP should be conducted to both men and women in Japan.

The government measure taken so far has been done from a perspective of controlling brokers of TIP rather than supporting and protecting the victims. Thus the victims were rather punished and deported as soon as they were caught by customs and immigration offices. The Japan Network against Trafficking in Persons (JNATIP), an NGO mainly consisting of lawyers and activists, has worked against TIIP for many years. It has developed networks with NGO shelters for the victims of DV and TIP in Japan and supported the legal reforms to support the victims from Asia and other countries.

The government of Japan ratified the UN Convention against Transnational Organized Crime in 2002, and moved towards legal amendment ever since. However, the U.S. report on TIP in 2004 listed Japan in Tier 2 under the watch list, namely the country which needs to put more efforts to deal with the eradication of the TIP problems within its own country. Accordingly, the government established Inter-Ministerial Committee against TIP and made a National Action Plan on TIP in 2004. The Penal Code was amended to acknowledge the

TIP penalty in 2005. The government encouraged the UN agencies to apply for the Human Security Fund, established in the United Nations under the Japan trust fund, for supporting anti-TIP projects as well.

In May 2006, Japan-Thailand Joint Task Force on Counter Trafficking in Persons (JT-CTP), consisting of several Ministries concerned with trafficking in Thailand and Japan, was formed in 2006. The first meeting was held in Bangkok and the second is planned to be held in Tokyo in September 2007, mainly to review the joint action plan and discuss about the standard operation procedures (SOP) on victim protection and repatriation.

The National Women's Education Center (NVEC) also undertaken a research on TIP in Cambodia, Philippines and Thailand. They organized an international symposium on TIP in cooperation with the Ministry of Foreign Affairs of Japan and International Organization for Migration (IOM) in Tokyo in February 2006. Royal Thai Police officer, Deputy Minister of Women of Indonesia, NGO representative of the Philippines (DAWN) were invited as main speakers. The NVEC will continue to do the field research through 2008.

4. Technical Cooperation between JICA and Thailand

The JICA Thailand Office and its Regional Support Office for Asia (RAS) has a deep concern for the TIP and produced an interim study report on TIP in GMS region in 2005. They recognize the TIP, especially women and children, as a cross border human security issue in the region and discussed with the GMS governments concerned on the possible formulation of the regional cooperation projects on anti-TIP. Accordingly, the fact finding missions have been sent to Cambodia, Laos, Myanmar, Viet Nam as well as Northern and North-eastern parts of Thailand and organized a regional workshop on TIP with special focus on the roles of the shelters. The regional workshop held in March 2007 further developed into bilateral technical cooperation project formulation between Thailand and JICA in mid-2007.

The agencies concerned on TIP have been working for 3 Ps and 3 Rs, i.e., Prevention, Prosecution, Protection, Rehabilitation, Repatriation and Reintegration. In order to avoid the duplication with other international agencies and fill the gaps what is urgently needed, the project will focus on support to the victims of TIP with the Ministry of Social Development and Human Security as main counterpart, possibly for five years between 2008-2013. The capacity development of staff concerned in three Bureaus in the Ministry, including the 7 shelters staff and Multi-disciplinary Teams at the central and provincial levels will be

promoted so as for them to better deal with various needs of the victims. The project include the better management of the database uncoordinatedly developed in respective bureaus and departments. The better database management can improve the computerized case management system as well. A pilot scheme will be implemented to thoroughly follow up the support to the victims to ensure resettlement or re-integration into society. A peer group learning and empowerment processes will be promoted by appropriate NGOs in the pilot areas. Through these activities, a better strategies and programs for the prevention of TIP will be developed. The project will coordinate with the existing national and international networks and contribute to improve the forum for cooperation among stakeholders working for the anti-trafficking issues. The project also promotes the regional cooperation to support the victims in the GMS. The project also expects to raise awareness in Japan and develop networks between Thailand and Japan to tackle the TIP issues in Asia and beyond.

The issue of trafficking in persons should be tackled from both the demand and supply sides as well as in all the dimensions of 3Ps and 3Rs by all the stakeholders concerned, both government and civil society. The JICA project might be only a milestone for the whole concerted efforts, but will create a unique forum and opportunities to deal with the TIP

issues in the Asian region.

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