



## ANTI-TRAFFICKING TECHNICAL ASSISTANCE

### JAMAICA ANTI-TRAFFICKING ASSESSMENT OCTOBER 3 – OCTOBER 15, 2005

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## List of Abbreviations

AT	Anti-Trafficking
BWA	Bureau of Women's Affairs
CAO	Children Advocate Office
CDA	Child Development Agency
CIDA	Canadian International Development Agency
CPA	Child Protection Act
DFID	Department for International Development
EU	European Union
ICMPD	International Centre for Migration Policy Development
IDB	Inter-American Development Bank
ICITAP	International Criminal Investigative Training Assistance Program
ILO	International Labour Organization
ILO/IPEC	International Labor Organization/International Program on the Elimination of Child Labor
IO	International Organization
IOM	International Organization for Migration
GOJ	Government of Jamaica
MoJ	Ministry of Justice
MLSS	Ministry of Labor and Social Security
MNS	Ministry of National Security
NGO	Non-Governmental Organization
NPA	National Plan of Action
OAS	Organization of American States
OPM	Office of the Prime Minister
OPDAT	Overseas Prosecutors Development Assistance and Training
PACT	Peoples' Action for Community Transformation
SOW	Scope of Work
TIP	Trafficking in Persons
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Education Fund
UNIFEM	United Nations Development Fund for Women
USDOJ	United States Department of Justice

## Executive Summary

Prompted by the U.S. State Department's classification of Jamaica as a country failing to meet minimum standards to combat human trafficking, USAID/Jamaica requested an anti-trafficking assessment. This assessment analyzed the current situation and recommended the programmatic support necessary to assist the country's efforts at combating human trafficking. The team based their analysis on general background information and research from prior informational sources cited in the bibliography and interviews conducted during a two-week time span with over 30 persons. The interviews included personnel from government agencies, non-governmental agencies, stakeholders, and international organizations who provided information on the extent of trafficking in Jamaica and the responses to this issue. The assessment concluded that Jamaica is a country of origin, transit and destination in the trafficking of persons, particularly trafficking in children, with both foreign and national victims. Victims are trafficked for the purpose of exploitation including prostitution, child pornography, domestic servitude, and child labor.

The assessment identified the following trends in Jamaica:

- Jamaica is a country of origin, transit and destination in the trafficking of persons, particularly children, both foreign and national victims;
- Persons are trafficked for the purpose of exploitation including prostitution, child pornography, domestic servitude and child labor;
- Persons at risk include youths in socio-economically impoverished communities located near tourist destinations and in urban Kingston;
- Root causes (push-factors) continue to create fertile grounds for probable increase in victims falling prey to trafficking activities;
- The current victim identification system is inadequate and the assistance referral process for victims does not yet exist;
- Possibility for an increase on the demand side (pull-factor) due to upcoming open-door migration policy in the region;
- Lack of successful prosecutions allow for human trafficking in Jamaica to remain a "low risk- high profit" organized crime activity.

Strengths of the government's anti-trafficking response are minimal but significant. First, policymakers demonstrated their commitment to this issue by establishing the 13 member National Taskforce against Trafficking in Persons. However, the Taskforce operates on terms of reference without any legislative or executive instrument regulating or authorizing its existence, providing membership composition, reporting requirements, accountability, termination of appointments, tenure timeframe, and appointments. Without a legal basis as its foundation, the task force is vulnerable to the whims of politicians and government officials. However, the Taskforce provides an excellent opportunity from which to build significant anti-trafficking responses throughout the country.

Secondly, a significant number of community organizations in Jamaica have evolved into specialized anti-trafficking non-government organizations (NGOs) after implementing local

projects on awareness raising, training, remedial education and vocational skills. Among these NGOs was People's Action for Community Transformation (PACT), who successfully implemented the USAID-funded preventive anti-trafficking awareness-raising project in Greater Kingston, Montego Bay and Negril, between June 2004 and September 2005. Last year Parliament adopted legislation criminalizing various types of violence against children, and specifically trafficking in children. The Child Protection Act (CPA) established the Children's Advocate, who is responsible for protecting and promoting the rights of children in Jamaica.

Despite the recent advances achieved by Jamaica, anti-trafficking efforts by the government have not addressed all of the needs and gaps remain. The most notable areas being activities enabling the government to identify, investigate and prosecute cases of human trafficking. For evidentiary data leading to prosecutions, the local government should join with regional and international counterparts, who are facing similar rule of law challenges. Another gap hampering prosecutions is the lack of a functional and coordinated referral system to provide basic assistance and protection, secure accommodation, legal information and counseling.

Based on an analysis of current programming and future needs, the assessment team made a number of recommendations designed to strengthen the foundation for longer-term successes in combating human trafficking in Jamaica. These recommendations include:

- ✓ Support civil society efforts with at-risks youths, vulnerable communities, parents and relevant professionals
- ✓ Support efforts to combat gender based violence and provide gender equality
- ✓ Facilitate the selection and establishment of an appropriate shelter
- ✓ Strengthen capacity of anti-trafficking state and NGO partners through exposure to regional professional networks and management skills training
- ✓ Build the capacity of law enforcement and legal professionals through specialized sustainable trainings
- ✓ Develop a National Referral Mechanism

Sensitizing ministries and other Mission partners about sexual slavery and child labor would translate into policy, guidelines and programs to improve education and the health of poor youth and the most vulnerable groups in Jamaica. Possibilities for cross cutting rule of law projects include anti-trafficking legal reform; training of prosecutors, judges and lawyers; capacity building of watchdog advocacy groups and human rights organizations; sensitization of the police and parliamentarians; and technical assistance to the Ministry of Justice, Ministry of National Security and the National Taskforce. Furthermore, given that human trafficking is an international human rights violation and a human security issue, the Mission could lead a high-profile conference designed to share best practices and lessons learned and define the way forward in combating human trafficking from a regional approach.

The Mission's range of development activities and partners provide an added opportunity to further mainstream counter trafficking activities throughout the various disciplines. For example, the private sector could disseminate anti-trafficking awareness information through staff and management trainings. The various private sector clusters could commit to developing business and employment policies that foster gender equality, respect basic human rights, promote zero

tolerance on child labor, and encourage ethical standards. To support sustainability, the private sector can be lobbied to sponsor local community efforts to combat human trafficking (i.e. host a conference, fund a project, join a fund-raiser event, offer technical assistance to a local NGO, etc.).





## SECTION I

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### Assessment Methodology

At the request of USAID/JAMAICA, the Anti-trafficking Task Order (ATTO) conducted an assessment during October 2005, with fieldwork occurring October 3rd-15th. ATTO is managed by Chemonics International Inc. as a holder of the Women in Development Indefinite Quantities Contract (IQC), which is funded through the EGAT/WID office.

The purpose of the assessment was to carry out a review of the scope of trafficking in persons (TIP) in Jamaica and synthesize available data with the objective of evaluating existing anti-trafficking activities, identifying trends and challenges, determining and defining additional programmatic activities. Specifically, the four main areas of focus as defined in the Scope of Work (SOW) are as follows:

- Provide a compilation of available information and data on the nature and magnitude of the phenomenon, including if possible gender, geographic, and economic aspects
- Assess development activities and organizations involved in addressing trafficking in persons (TIP)
- Assess government efforts to address TIP, especially actions announced since June 2005 and identify country-level priorities and gaps
- Identify gaps and possible programmatic responses

The assessment team consisted of two Chemonics consultants, Ms. Geraldine Bjallerstedt and Ms. Betty-Ann Blaine. Prior to conducting in-country interviews, the assessment team conducted a comprehensive desk review of the relevant literature and research. In close coordination with the mission a list of in-country interviewees were identified. The consultancy team met with the Mission for an introductory briefing and discussion of the content and deliverables associated with the Scope of Work (SOW). Thereafter the team met with over 30 persons including government agencies, non-governmental agencies, stakeholders, and international organizations, to gather data on the existing body of knowledge concerning the manifestation of human trafficking in Jamaica and Jamaica's response to the problem. The team traveled to the tourist locations of Negril and Montego Bay where they met with representatives of two non-government organizations who participated with PACT in the USAID-funded anti-trafficking project. These organizations work with at-risk youths in socio-economically impoverished communities.

Following the interview sessions, the team provided the Mission's Strategic Objective (SO) Teams with a de-brief presentation on context and trends of TIP in Jamaica, the anti-trafficking response, strengths and weaknesses, and preliminary recommendations for additional programmatic anti-trafficking activities. The team, upon request, also met with the Office of the Prime Minister, for a de-brief with the Coordinator of the Taskforce against Trafficking in Persons.

This report represents the findings of the assessment based on the four key objectives from the SOW, as well as the SOW's *questions to be addressed*, request for programmatic recommendations, suggestions on resources required to improve data collection, and possible indicators. The report annexes include a listing of organizations interviewed, a bibliography of available literature and research reviewed, and the National Taskforce framework.

This assessment concentrated on the four areas specifically mentioned in the SOW and did not attempt to determine the root causes of trafficking or verify trafficking trends, numbers of persons trafficked, or geographical sources of trafficking victims. However, to address the areas in the SOW the assessment team utilized general background information and research drawn primarily from earlier reports and studies, NGO informational sources, and other documents cited in the bibliography. The assessment team conducted interviews during a two-week time span, thereby offering a limited and time-bound view of the issues. The information contained in text boxes throughout the report are quotations from previous reports, not independently verified by the assessment team.

## SECTION II

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### Scope of the Trafficking Situation

#### A1. Background

##### *Socio-Economic Context*

Beneath the surreal façade of the popular Caribbean tourist site for happy-go-lucky beach goers, Jamaica lags behind in its socio-economic development. Jamaica faces a worsening economy, rampant corruption, extreme school drop-out rates and illiteracy, high levels of teen pregnancy, disturbing levels of rape and gang violence, high rates of poverty, a fledgling rule of law system and debilitating political stagnation. Jamaica is among the 10 most violent countries in the world, and sits among the top five in the Western Hemisphere, with Kingston referred to by the media as the second “murder capital” of the world. As of September 2005, an estimated 75 children have been killed, including a three month old baby, shot six times, and a nine year old girl burned alive in her home when it was bombed in a gang reprisal attack. A 2004 Department of Justice (DOJ) report stated that Jamaica is reputed to be the “foremost producer and exporter of marijuana in the Caribbean and is also a transit country for cocaine flowing from South America to the United States and other international destinations.”

Presently, youths between the ages of 15-24 account for 18.3% of population (485, 938). The unemployment rate among youth is 34 %, with an estimated 142,000 young Jamaicans out of school and out of work. An estimated 16% of the population lives in poverty, with illiteracy among females at 14% and 26% for males. According to a 2004 Planning Institute of Jamaica report, malnutrition rates for Jamaicans are 30%. In 2004, among those arrested for major crimes, 50% were 16-25 years and 30.5% of new admissions into correctional facilities were 17-25 years. Reported crimes in 2004 include 730 murders of 1471 victims; 423 rape cases; 214 statutory rape cases; and an estimated 1,832 missing persons.

The will to survive the desperate conditions of Jamaican life pushes an undetermined number of young people towards illicit activities, positioning them as potential targets for criminal elements. NGOs report an increased number of minors lured into sexual exploitation through employment in dance clubs and massage parlors. It is within this overall context that the exploitation of persons held in slave-like conditions, especially women and children, has been able to flourish in Jamaica, without significant notice. At a weekly fair held at Hendon Square, a bus park in Savanna-La-Mar, between 150 and 200 women come from around the country seeking employment in these exploitative industries. A report by Sian Williams on sexual exploitation of children provides anecdotal evidence that most of the girls at this fair are between the ages of 14 and 18. These girls often work in temporary go-go clubs, moving from club to club as one closes and others open. These criminal enterprises are also recruiting men and boys in growing numbers.

## *Problem Defined*

Jamaica is a country of origin, transit and destination in the trafficking of persons, as reported by a number of sources including the U.S. State Department's Trafficking in Person Report. Substantial evidence, including interviews of actual victims, reveal that both foreign and national victims are being trafficked overseas, through the Dominican Republic, Bahamas, Barbados, Antigua, Trinidad Tobago, Panama, Honduras, Puerto Rico, St. Marten, Barbados, Bahamas, and Curacao, to final destinations including the United Kingdom, the United States, and the Middle East (i.e. Saudi Arabia, Qatar, and Dubai). Within Jamaica, victims are trafficked to and from the tourist areas and the nearby coastal communities, most notably Montego Bay, Negril and Culloden. According to reports, human trafficking activities, including recruitment and harboring, occur in the Jamaican communities of Greater Kingston, St. Catherine, Spanish Town, St. Andrew, Savannah La Mar, Lucea, St. Elizabeth, Denham Town, Portmore, Harbor View, Papine, and Trench Town. The magnitude of the problem is difficult to determine as reliable statistics do not exist and even estimates are difficult to obtain. The country's data collection process is in its initial phase and remains hampered by the fear of gang reprisals, which are too great and too real for victims to speak freely.

**Sexual abuse is quite widespread amongst adolescents. One out of eight (51 of 410) adolescents studied were involved in situations where they were raped, molested or tricked into having sex against their wish; or perpetrated the act or acts against another adolescent. In a sample of 178 female, 29 (16%) were victims of sexual abuse, five were raped more than once and most before 14 years of age. The common thread is that rape is extremely frightening and none of the girls, traumatized victims, moved on with their lives. In fact, all remain depressed despite the passing of time and display low self-esteem. In most of these cases, they received little community and family support.**

***Excerpt from a 2004 report on adolescents in Urban St. Catherine by Children First Agency sponsored by Save the Children and the EU.***

Criminals use peers to lure their friends into employment at dance clubs and massage parlors where they subsequently become victims of sexual exploitation. Victims of sexual exploitation include both genders. Anecdotal evidence suggests that peers, as young as 11 years old, recruit victims. According to recent IOM research, "informal recruitment is often by word of mouth where persons who are involved in activities encourage their friends to do the same." Trafficking for purposes of sexual exploitation occurs primarily in response to the significant demand presented by the tourist industry. Reportedly, prostitutes earn between \$3000 - \$6000 JD (\$50-\$100 USD) per week with an average of \$20,000 JD (\$350 USD) per

week during the peak tourist season. Research by Church Action Negril confirms the increase with interviewees stating, "Many do more thriving business during the winter tourist season (involving white males). Business with locals is done mostly through arrangements by the boss, with girls moving from parish to parish."

## *Child Exploitation*

Children ages 0-18 account for 38% of the population (1,007,100). Estimates of street children reach 6,500. According to a 2002 UNICEF report, approximately 5 percent of children, ages 6-16, engage in some type of income-generating activity. Jamaica ratified the UN Palermo Protocol against Trafficking in Human Beings. The Palermo Protocol, in Article 3, explicitly

makes *irrelevant* the consent of a child (under 18 years of age) to the intended or actual exploitation.

Trafficking in children exists in Jamaica, with exploitation most commonly manifested in the form of sexual exploitation, prostitution, child pornography, domestic servitude, and child labor. According to a report by the Children First Agency, children also work in the fishing industry, cement industry, begging, mowing lawns, washing cars, packing and selling marijuana and cocaine, illegal sand mining, and selling illegal CDs, among others. A seven-month research project, conducted by PACT in 2004, in three urban communities targeting children and youths confirmed the pervasiveness of extremely high incidences of violence and fear, child labor exploitation, physical abuse by parents and teachers, as well as sexual abuse of girls and boys by family and community members.

### *Jamaica's Response to Human Trafficking*

Within a relatively short time span and with limited resources, Jamaica has quickly risen to the challenge of addressing human trafficking. Specifically, Jamaica has established a National Taskforce against Trafficking in Persons, ratified the UN Palermo Protocol, passed child protection legislation against child trafficking, and has pending anti-trafficking criminal legislation. Jamaica also has an organized crime police unit, a number of anti-TIP NGOs, pending appointment of a children's advocate (ombudsperson), a governmental child development agency, and a witness protection law, with pending legislation for video testimony. The government has a women affairs bureau, a national action plan to combat human trafficking, a national framework for the integrated protection of children, a national action plan on youth development, and a pending action plan on gender equality. In addition to USAID's partnership for technical assistance and resources, some additional donors to Jamaica's anti-trafficking or related activities include Inter-American Development Bank (IDB), United Nation's Children Fund (UNICEF), International Office for Migration (IOM), World Bank, International Labor Organization (ILO), European Union (EU), Department for International Development (DFID), Canadian International Development Agency (CIDA), United Nations Development Program (UNDP), and United Nations Development fund for Women (UNIFEM).

## **A2. Trends**

Trends, based on available data, indicate that Jamaica is indeed a country of origin, transit and destination in the trafficking of persons. Trafficking in children, for the purpose of exploitation including prostitution, child pornography, domestic servitude, and child labor is a significant problem. There is ample evidence, direct and indirect, that victims are both foreigners and nationals. Trafficking activities occur internally and internationally, usually through transit countries in the region with final destinations abroad. Within Jamaica, victims are trafficked to and from the tourist areas of Montego Bay, Negril, and Culloden. In addition to those tourist locations, reports indicate that human trafficking also occurs in urban communities such as Greater Kingston including South St. Catherine, Spanish Town and St. Andrew. Another recent trend is tourists renting rooms in private homes of small coastal villages, near tourist locations.

Anecdotal evidence suggests that both genders are victims of sexual exploitation with women and girls targeted more often by traffickers than boys and young men. Reliable sources report

recruitment by peers of victims, as young as 11 years old, from the poor parishes. As to the magnitude of the problem, reliable statistics or even estimates are simply not available, primarily because there is no mechanism to register trafficked victims identified in Jamaica. Estimates available, based on recent police raids, are simply not reflective of the realities experienced or witnessed by a significant percentage of Jamaica's young people.

There is a lack of concerted effort in addressing the root causes of human trafficking in Jamaica. Should this trend persist, Jamaica's endeavors at combating trafficking in persons will have little, if any, long-term effects. The present state of affairs in the country — as depicted by the interviewees, the media, and various reports — gives rise to the conclusion that human trafficking in the country will increase due to Jamaica's inability, or unwillingness, to take serious efforts to counter the "push factors" fueling this human rights violation. Root causes identified included the alarming increase in poverty levels of urban communities, youth gang violence, teen pregnancy, youth dropout rates, violence against women and girls, child abuse and neglect, organized

**Working from parish to parish, wherever the work is and or where the boss send us....Dem ask you if you have a passport an dem sey wi pay you plane fare and you have fi work and pay dem back...Mi know a dancer who go to Bahamas and have to be doing thing that she doesn't want to do...Him gi wi Gloria and mile and Bailey's to drink, and after dat wi start taking off wi clothes and the fear just gone...Three more of us went to England and we were among a lot of girls all over the world."**

***Excerpt from 2004 report by Church Action Negril, sponsored by USAID***

crime, and the systemic challenges of an extremely weakened rule of law. Neglecting this socio-economic trend serves only to increase the number of victims being trafficked and to allow traffickers to continue with impunity; which in turn increases the amount of illicit funds supporting gang violence, political tribalism, state corruption and all forms of trafficking.

Furthermore, there is reason to believe that illicit cross-border activities in the region may inadvertently benefit from a regional open border policy expected to take effect in early 2006. The liberalization of country borders in an impoverished socio-economic society, without protective enforceable mechanisms against abuse, will serve to bolster the illicit activities of the organized crime networks responsible for trafficking in persons. This unlimited demand and perceived unlimited supply of victims presents an urgent need for a strategic and sustainable regional approach to combat human trafficking in the Caribbean.

### **A3. Strengths**

Recently, Jamaica offered three responses that have proven effective in combatting trafficking. These three responses include the National Taskforce against Trafficking in Persons, Civil Society awareness initiatives, and the Child Protection Act. Detailed below is the nature of these activities and their results.

- *National Taskforce Against Trafficking in persons – policymakers demonstrate commitment to combat trafficking in persons*

Jamaica formed the National Taskforce against Trafficking in Persons in June 2005 under the auspices of the Ministry of National Security (MNS). The taskforce's coordinator is the Permanent Secretary within the Office of the Prime Minister (OPM). The 13 representatives on

the multi-sectoral, inter-ministerial Taskforce are meeting regularly during this initial phase of its establishment. The Taskforce is responsible for setting the momentum for systematic reform in counter trafficking efforts and for galvanizing political will from politicians, parliamentarians, donor governments and agencies, and the public. They have drafted a National Action Plan detailing short and long term anti-trafficking activities, as well as actions taken by each Taskforce agency immediately following the June 2005 US State Department's TIP report designation of Jamaica as a Tier Three country. In September 2005, based on Jamaica's prompt actions, they moved to the Tier Two watch list, thus avoiding sanctions applicable to Tier Three countries.

Taskforce members expressed their commitment and knowledge on the issue of human trafficking. Some members, however, struggled with the complexity of the elements defining human trafficking under the U.N. Palermo Protocol. Taskforce members articulated their agencies strength and weaknesses, and welcomed suggestions on how to improve their agencies ability to combat human trafficking. A number of donors partner with the Jamaican government on anti-trafficking projects or related fields such as police reform, rule of law, gender development, community empowerment, youth, children, health, economy, migration, and crime prevention. These donors include USAID, UNICEF, IDB, ILO, CIDA, DFID, EU, IOM, UNDP, UNIFEM and OAS.

In addition to the MNS and OPM, members of the taskforce include representatives from the Attorney General's Chamber, Jamaica Constabulary Force, Child Development Agency, Ministry of Foreign Affairs and Trade, Ministry of Health, Ministry of Labor and Social Security, Ministry of Development Bureau of Women's Affairs, PACT, Women's Inc. Crisis Center, Association of Women Organizations, and the Jamaica Planning Institute. The Jamaican Planning Institute has made remarkable efforts to coordinate, inform and liaise with donors about the Taskforce's progress and needs, as well as Jamaica's continued interest in developing partnerships.

- *Civil Society Organizations - raising awareness in communities and among the young*

Between June 2004 and September 2005, a small but significant number of community organizations became the first to evolve into specialized anti-trafficking NGOs, after implementing local projects on awareness-raising, training, remedial education and vocational skills. The integration of anti-trafficking activities into their existing community based services proved an easy transition given that the target group remained the same — primarily vulnerable groups, women, children and socio-economically at-risk youths, parents, and other relevant community-based professionals. The strength of these organizations lies in their years of experience and demonstrated commitment in the communities they serve. They are well known for their service and respected among the residents and leaders in these communities, which are volatile and poverty-stricken.

These NGOs, include faith-based organizations and have links with other organizations working in related issues (i.e., as gender, youth, children, unemployed, health, etc.) in neighboring communities. This linkage facilitates the further dissemination of awareness materials, increases the number of indirect beneficiaries, fosters community-based support networks, and promotes

the exchange of lessons learned and best practices. These NGOs include PACT, Children First, Church Action Negril, North Street United Church, and Westmore for the Upliftment of Children. Sustainability of their anti-trafficking projects remains a concern. Funders of their activities include USAID, UNICEF, IOM, Save the Children, CIDA, ILO, UNDP, and EU.

- *Child Protection Act – legislative groundwork prepared to combat trafficking in children*

The Child Protection Act (CPA), adopted in 2004, criminalizes various types of violence against children, including specifically trafficking in children. The CPA is the legal basis for the establishment of the recently recruited Children’s Advocate (CA) who is responsible for protecting the rights of children in Jamaica. The CA has authority to conduct investigations and report on child abuse or other violations of children’s rights that come to his/her attention. The Advocate heads the Child Advocate Office (CAO) office, which is staffed with support personnel to manage the anticipated workload and requests for assistance. The CA will take the lead in defining and guiding implementation of a mechanism for the protection and assistance of children, especially victims of human trafficking. In addition, the CA will take the lead in raising public awareness on violence against children, including sexual exploitation, child labor and domestic violence.

Jamaica established the CA and the CAO under the auspices of the Ministry of Health and its Child Development Agency, who are members of the Taskforce. Another key government agency for child trafficking is the Ministry of Labor and Social Security (MLSS), which is working closely with the International Labor Organization’s International Program on the Elimination of Child Labor (ILO/IPEC). MLSS and ILO/IPEC, as active partners, are leaders in conducting research, drafting legislation, and preparing national action plans to facilitate and monitor progress and accountability in this field. Children First has successfully developed a multi-sectoral holistic approach to implement youth programs in the volatile and impoverished communities of St. Catherine parish. Given the number of active partners involved in child trafficking, the National Taskforce members recognized the need to create a policy-level subgroup on child trafficking. This subgroup will work under the auspices of the National Taskforce and be responsible for coordination, setting priorities and evaluating impact.

#### **A4. Challenges**

Despite the recent advances achieved by Jamaica, gaps in services and programming remain. One of the most notable areas for improvement is the government’s ability to competently identify, investigate and prosecute cases of human trafficking. Jamaica has not adopted comprehensive anti-trafficking criminal legislation. The Ministry of Justice led the drafting of human trafficking legislation, which is currently under review by the Ministry. The goal of this legislation is to increase the number of cases prosecuted by developing a streamlined process that clearly sets forth the criminal elements.

Despite the adoption of the Child Protection Act, which criminalized child trafficking, prosecuting cases in court has proven difficult due to a number of issues, most notably victims’ fear of reprisal by the defendant. Therefore, cases currently in the courts are for trafficking-related crimes such as statutory rape (carnal abuse), child prostitution, and smuggling. Nonetheless, this data on related cases should be collected, processed and interpreted for



purposes of training, policy development, legal reform, criminal intelligence gathering, and identification of trends and routes. Overall, there is a general lack of analysis, reporting and monitoring on the number and status of trafficking cases under investigation by police or pending prosecution in court.

The fear experienced by victim/witnesses in the legal system, many of whom are children, a weak rule of law system, high levels of personal insecurity and rampant perception of state corruption make witness protection reform a necessity. The witness protection program is currently undergoing a revision to strengthen its efficacy, after a number of witnesses died while under protection. To further support witness protection, a draft law on video testimony is awaiting Ministerial review and hopefully, submission to Parliament. To have effective prosecutions, Jamaica must adopt special procedures and personal security measures for the protection of children who agree to testify.

A lack of appropriate practical training for prosecutors, police, law enforcement agents, and the media, has led to the mis-identification and mal-treatment of trafficking victims. One recent example is the raid of a brothel in Culloden, where police forced 11 women out in the streets and into police vans in the nude. Law enforcement agencies treated these victims as criminals rather than victims. The Ministry of National Security confirmed that the Culloden police raid of July 2005 resulted in 70 arrests, with prosecution cases on going against the arrested traffickers. This episode illustrates the lack of a functional and coordinated referral system that immediately provides for basic assistance and protection, including secure accommodations, legal information and counseling.

The Organization of American States (OAS) in cooperation with the Inter-Commission on Women and the International Organization on Migration (IOM) sponsored two regional anti-trafficking conferences. Beyond these conferences, there is little evidence of Jamaica's attempt to address the problem from a regional perspective. Moreover, in 2006 an Open Border policy within the Caribbean goes into effect, creating concerns of increased demand and easier movement of victims. Trafficking should be addressed from a regional perspective, beginning with countries where victims are reported to have been trafficked from (i.e., Honduras, Dominican Republic, Panama, Bahamas, for example). To obtain evidence to support prosecutions, the local government must join efforts with their regional and international counterparts. These counterparts face similar challenges fighting organized crime networks, protecting witnesses, and establishing respect for the rule of law in dire socio-economic conditions.

The newly established National Taskforce does not have a legal basis for its existence. This makes the Taskforce vulnerable to the whims of politicians and shifts in government priorities. The Taskforce operates on terms of reference, which do not include regulations for membership composition, reporting requirements, accountability, termination of appointments, tenure timeframe, appointments, etc. They have delayed the participation of representatives from the Ministry of Education, Ministry of Local Government, and Ministry of Tourism. Each of these ministries play an important role in securing a multi-disciplinary approach to combating human trafficking in Jamaica and need to be active members of the Taskforce.

## SECTION III

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### Recommendations

Based on the assessment, and taking into consideration the challenges faced by Jamaica in combating human trafficking, the team recommends the following programmatic responses. These interventions will serve to strengthen the foundation for longer-term successes in combating human trafficking in Jamaica.

- ✓ Support continued efforts by civil society organizations to provide at-risks youths, vulnerable communities, parents and relevant professionals with preventive anti-trafficking awareness-raising and peer counseling, as well as remedial education and vocational skills training
- ✓ Strengthening capacity of women's organizations to combat gender-based violence, support gender empowerment activities and advocate for gender-equality rights
- ✓ Facilitate the selection and establishment of an appropriate shelter for presumed and identified victims of human trafficking, along with an SOS helpline
- ✓ Strengthen capacity of anti-trafficking state and NGO partners by promoting the exchange of lessons learned and best practices through exposure to regional professional networks and developmental management skills training
- ✓ Build the capacity of law enforcement and legal professionals through specialized sustainable trainings to properly identify, investigate and prosecute alleged cases of human trafficking
- ✓ National Referral Mechanism - Building the capacity and technical expertise of the Taskforce to establish a sustainable strategic partnership with its anti-trafficking partners

#### A1. Prevention

- *Awareness-raising campaign on human trafficking, involving media and community organizations, specifically designed to target the general public, vulnerable groups and at-risk communities located near tourist areas*

Support should be provided to civil organizations interested in implementing awareness-raising and public education activities targeting at-risk youths from vulnerable and/or volatile communities. Included in the target group would also be professionals and service providers such as teachers, social workers, child advocate office staff, parents, community groups and tourist industry personnel (i.e. hotels, travel agencies, transport agencies), as well as the media. The National Taskforce's subgroup on public education could take the lead in monitoring, evaluating, and assessing the activities by partners in this field. The Taskforce would consolidate pertinent data received in the course of implementing these activities into statistical reports for the purpose of policy formulation and program development. The Mission could provide partial sponsorship of a targeted anti-trafficking conference and a roundtable on awareness raising (lessons learned, best practices, the way forward), co-hosted by a leading national NGO. Activities could include publishing, distributing, and promoting the conference's conclusions and recommendations. Also recommended is the exploration of a radio program and/or production of an anti-trafficking

documentary, by and for Jamaicans, to be broadcast nationally and shown during trainings and other events.

Community participation is directly linked to successful awareness-raising. The Taskforce against TIP should incorporate community participation into the activities of their draft workplan. One helpful suggestion for more effectively engaging local communities is to duplicate the concept of a multi-sector entity at the “local community” level (i.e., multi-sector community coalitions against TIP) to function under the auspices of the National Commission. The coordination and policy-implementing local coalition would consist of, and be supported by, representatives of local state bodies and CSOs, including the Ministry of Tourism, Ministry of Local Government and faith-based organizations. The community coalition’s primary objective would be as a forum to discuss the implementation of the NAP activities, brainstorm on how best to address community concerns, maintain the involvement of locally elected officials, and engage local community residents. Specific examples of activities include town hall meetings with elected officials and political candidates, music concert with a theme (i.e., MTV against TIP), radio speaker program, student essay competition, best investigative journalism award, sports event with a theme, and a community logo contest. Members of the coalition against TIP could be invited to speak as “local community experts” at activities, such as those hosted by the community policing and healthy lifestyles projects. Community leadership is the basic resource necessary to establish local community coalitions. Interested partners could meet and begin by defining and linking their objectives to existing and pipeline donor-funded community programs and private sector development targets located in their respective community.

- *Training workshops/seminars for vulnerable groups and specialized professionals including school officials, social workers, civil society organizations, and tourist/hotel industry*

This recommendation for peer counseling and skills training (parenting, vocational, remedial, etc.) will address the need to provide the target group with support and increase their employment alternatives. It will also provide a sense of hope to counter the existing despair entrenched and perpetuated within these volatile communities. Self-esteem, positive peer role models, sense of belonging and self-confidence in their ability to survive and achieve will help prevent at-risk youths from the lure of human trafficking. NGO peer counseling activities not only prevent future victimization, but may also help identify actual victims and trafficking trends. Proper identification and protection of trafficking victims strengthens the investigative and prosecutorial procedures in a human trafficking case; involving NGOs in this process would further strengthen these efforts. The assessment team recommends that the Mission consider contributing towards an expanded second phase of the projects implemented this past year (i.e. 2004-2005) with the same implementing NGO partners. Implementing partners would also benefit from acquiring skills and tools necessary for proper data-collection, case file management, monitoring, and data protection principles to facilitate statistical analysis, research and program evaluation.

- *Strengthening capacity of women organizations to combat gender-based violence, support gender empowerment activities and advocate for gender-equality rights*

A society that views women and men as equally entitled to basic human rights is more likely to support local efforts to prevent trafficking, protect victims and ensure prosecution of traffickers. Today, Jamaica is a society where the vast majority of families live in poverty, headed by a single female. Reports indicate that mothers often use corporal punishment and domestic violence is rampant. Incest, rape, domestic servitude, forced labor, internal trafficking of girls is a reality where the images of women and girls depicted through popular culture (i.e. music video, etc) is that of a disrespected disposable commodity. Jamaica has a number of civil society organizations focused on women and children's rights. The governmental Bureau for Women's Affairs is the leading agency in this field and their cooperating partners include the Jamaican Women Political Caucus and Association of Jamaican Women Organizations (AWOJA). Mainstreaming assistance to benefit and support the activities of these organizations would contribute towards the long-term goal of gender equity within the leadership and decision-makers in government, parliament, law enforcement, and the judiciary. Enhancing and expanding the current activities and priorities of these women's NGOs to promote advocacy, political lobbying and legislative reform on the issue gender-based violence would be a strategic step in the right direction. The Mission could consider bringing onboard, as implementing partners, some of the identified organizations in this field, in addition to re-enforcing its gender mainstreaming activities throughout its development program portfolio.

## **A2. Protection**

- *Establishment of an appropriate shelter for presumed and identified trafficking victims*

Once identified, trafficking victims require safe and secure accommodation where s/he can receive the necessary basic services including medical, psychosocial, and legal counseling. Properly supported victims make better witnesses during the prosecutorial process and improve their chances of recovery ensuring that they are not "re-cycled" back into the human trafficking trap. In addition to the initial emergency services, victims need ongoing counseling and basic life skills, including vocational and social reintegration skills. At present, the only available shelter is that of the NGO Women's Inc. However, this shelter is limited in space, with only eight beds, and is actually a crisis center for family abuse, including domestic violence cases. As a long-term solution, this center is not suited to meet the needs of the trafficked victims. The National Taskforce should review existing models for shelters, safe houses, and transit centers, such as the ones in Europe, specifically South Eastern Europe. Factors for review include staff personal security, geographical location, ability to maintain a safe and secret location, urban versus countryside, apartment versus house, type of security system, closed style or open regime, fundraising and sustainability of the shelter, cooperation with police, immigration and other agencies. The Mission should consider sponsorship of a review/assessment of the various shelter models available and select the appropriate model for local implementation based on the realities for Jamaica.

- *NGO-managed SOS helpline for information, victim support, referral assistance*

To provide victims with access to available services, the assessment team recommends the development of an NGO-managed SOS helpline. Currently, there is an operational info-line for reporting alleged cases to the Ministry of National Security and a helpline managed by the government agency Bureau of Women’s Affairs where callers can report alleged cases of gender-based violence. The communities need an SOS helpline, promoted by the media, as part of a targeted public awareness campaign. This NGO managed helpline would provide callers with preventive information involving emigration procedures, registered agencies (travel, model, and employment), travel safety, case counseling and referrals to service providers for survivors or victim family members, list of contacts for NGOs and Jamaican embassies in the region, and an exit strategy for callers who are current victims. The data provided through this SOS helpline would be instrumental to the anti-trafficking partners, especially to the Taskforce’s policy-formulation and program development. The Mission could support a local NGO to develop the first NGO-managed SOS helpline, with co-financing from the private sector for added sustainability.

### **A3. Prosecution**

- *Specialized and sustainable trainings for law enforcement officials and legal professionals – development of training manuals and benchbooks for specialized professionals*

The Jamaican government will not be able to rationalize future efforts made to identify, assist and protect victims of human trafficking, only to have its legal system fail to prosecute the alleged traffickers. Anti-trafficking training courses should be institutionalized within the current curriculum of the Ministry of National Security’s constabulary training academy and the Ministry of Justice training institute. Although this target group may have been exposed to training workshops in the recent past, it has been ad hoc, limited both in terms of substance and number of participants. Instead, the taskforce should organize a subgroup responsible for collecting and reviewing the available handbooks and manuals on anti-trafficking training for specialized professionals, such as the UNDP Police Training Manual or the International Centre for Migration Policy Development (ICMPD)/Stability Pact Judicial Training Manual. The draft version of the training manual would undergo a consultative process with the relevant line ministries and stakeholders. Implementation of a series of pilot training workshops, preferably in different parishes, where resulting lessons learned and participant feedback would then be incorporated into the revision of the draft manual. The final draft of the training manual would then be adopted by the taskforce and published for incorporation into the Constabulary Training Academy and Justice Training Institute. In addition, the manual’s content could be re-formulated into a Bench book for judges and legal professional. A bench book is a “how-to” manual providing legal analysis, checklists, available resources, and flow charts of procedures.

Specialized trainings allow participants the opportunity to discuss among fellow colleagues lessons learned and best practices. It also allows for in-depth examination, based on the specific area of professional practice, of a particular case or fact patterns. The trainings could be formatted to provide the basics to all personnel of a particular profession or at an advanced level targeting a more senior or experienced group within the profession. The trainings could

incorporate videos, fact patterns, and input from national and foreign experts. Introducing aspects of a multi-disciplinary approach to the trainings brings added value to the participant's ability to better comprehend the multi-sectoral dimensions of a successful response to human trafficking.

Additional topics to mainstream into the training could include human rights, gender-based violence, children's rights, organized crime, and immigration issues. The taskforce subgroup should monitor, evaluate, and assess training activities implemented for purposes of improving the manual and/or methodology, consolidating and disseminating lessons learned, and obtaining follow-up on recommendations (i.e., legal reform, procedural gaps, etc.). The Mission should consider supporting a project to produce these training materials and implement the pilot training sessions. One possible model for the implementation of the project is a partnership between a specialized anti-trafficking NGO and one of the State training entities and/or the relevant ministry.

The US Department of Justice Overseas Prosecutors Development Assistance and Training (OPDAT) and International Criminal Investigative Training Assistance Program (ICITAP) have been instrumental in promoting effective legal reform and legal profession development in countries deemed fragile democracies, most notably the SEE region. The Mission may want to consider requesting that DOJ establish an OPDAT and/or ICITAP in-country program in cooperation with the GOJ (or as a regional initiative, with emphasis on Jamaica). National CSOs should be encouraged to explore collaboration with international human rights organizations active against human trafficking. Human Rights Watch and Amnesty International have worked to promote legal reform in a number of countries, developing legal commentaries and reports in support of anti-trafficking reform in Greece, Montenegro and Kosovo.

Another opportunity to leverage support for legal reform is through the positive influence of the donor community and political allies. The EU is now a competitive donor in the Caribbean region and well positioned to persuade Jamaica to fulfill its commitments to human rights, specifically to prosecute cases of gender-based violence and human trafficking. Similarly, the OAS could utilize its presence, assuming the political will exist among OAS member states to empower this regional entity, to increase technical expertise and formulate regional anti-trafficking policies.

Other suggested legal reform activities include the following:

- Building the technical capacity of professional legal associations, political parties, and parliamentarians (with a particular focus on women in these professions) to support and implement reforms
- Placing greater emphasis on existing anti-organized crime, anti-corruption and rule of law activities supported by the Mission and other major donors/partners in Jamaica;
- Fostering local CSOs to establish strategic partnerships with the Jamaican Diaspora;
- Implementing a national referral mechanism (NRM) where victims and presumed victims receive priority assistance and protection resulting in improved quantity and quality of information for prosecution.

- *National Referral Mechanism(NRM) – Enhancing the capacity and technical expertise of the Taskforce to establish a sustainable strategic partnership with its anti-trafficking partners*

This recommendation is based on the finding that although necessary anti-trafficking entities have come together out of a mutual interest for Jamaica’s future, these entities (i.e. policymakers, NGOs, state agencies and service providers, legal and law enforcement) have not yet formed a strategic partnership. The partnership would be defined by a memoranda of understanding (MOU) signed between the respective entities agreeing on basic working principles, duties and responsibilities (i.e. MOU between the police and the child advocate office, between prosecutor’s office and the NGO shelter). The entire structure would further benefit from formalizing the existing, and eventually improved, assistance and protection referral system with agreed upon and formally signed standard operational procedures (SOPs). To accomplish the creation of an effective national referral mechanism the anti-trafficking partners, particularly the members of the Taskforce, will need to build their capacity by acquiring training in the concepts of national referral mechanisms, strategic planning, monitoring and evaluation, effective coordination methods, and budgetary program planning. For the purposes of capacity-building, proven national organizations, experts and local NGOs should be given priority as trainers during these training.

Over time, a strengthened national referral mechanism implemented by competent partners will result in improved identification, assistance and protection of trafficked victims, which would in turn translate into increased referrals, improved investigations and stronger victim/witnesses for the prosecution of trafficking cases. The assessment team recommends that the Mission consider financing a secondment post within the Taskforce to serve as its Secretariat. The Secretariat would be responsible for coordinating, liaising, communicating, drafting reports and minutes, logistical and administrative tasks, and facilitating the organization of the recommended skills enhancement workshops.

- *Promoting regional and international professional anti-trafficking network*

Jamaica is not alone in its fight against this international human rights violation with its basis in organized crime. Jamaica’s anti-trafficking partners need desperately to liaise and network with their professional counterparts, regionally and internationally, in order to better grasp the magnitude of the connection of human trafficking with migration, economic, health, and organized crime issues. Regional links will serve to exchange practical and tactical information as to lessons learned and best practices in a specific professional discipline, such as investigating an alleged trafficking case, prosecuting a case, identifying victims following a raid, providing protection and assistance to victims, and the sensitive complexities of a child trafficking case.

For example, Public Prosecutors are forming their first association and will need capacity building and technical assistance to ensure its contribution to Jamaica’s anti-trafficking efforts. Active anti-trafficking organizations are also well positioned to initiate or join a regional network of anti-trafficking NGOs. This process would begin in country with the NGOs hosting a

local networking roundtable to pledge their commitment, define their contribution and plan the way forward. Partners implementing programs to combat child trafficking would also greatly benefit from exposure to the experiences of their counterparts outside of Jamaica. For instance, the Children's Advocate Office could progress rather quickly by adapting and implementing best practices and lessons learned from other ombudsperson institutions. Thereafter, these individual anti-trafficking networks could communicate regularly and meet periodically to devise strategies, define memoranda of understanding, identify expertise, and evaluate progress achieved. The team recommends that the Mission foster the establishment of these regional linkages through the capacity building of professional associations (i.e. prosecutors, judges, lawyers, ombudsperson, NGOs, etc.) and sponsorship of national delegations, including NGO representatives, to participate at relevant out-of-country anti-trafficking events.

#### **A4. Additional Recommendations**

The Mission requested that the assessment team provide suggestions for each of their SO Teams to mainstream anti-trafficking into its portfolio. The Mission's sustainable development strategy goal 2005-2009 is to accelerate Jamaica's sustainable and equitable growth in a more competitive world through transformational change with the aim of achieving the following strategic objectives: increased trade competitiveness, natural assets managed for rural development, improved health, and improved education of targeted youth, improved security and participation. Therefore, listed below are recommended activities for each of those SO teams.

- *SO - Increased trade competitiveness and SO - Natural assets managed for rural development*

Anti-trafficking awareness-raising could be provided under these two targeted clusters, to illustrate how this international human rights crime relates to the deterioration of a competent and healthy human resource pool, gives the negative perception of Jamaica as the new sex tourism spot or organized crime safe haven, gang violence that appears to operate with impunity, youth-related crimes, and social instability. This message – human trafficking impedes Jamaica's ability to seriously compete in the global market - can be integrated into the SOs proposed managerial skills training, corporate awareness building, and partnership development activities.

A suggested response from the private sector to the anti-trafficking sensitization message would be for this target cluster to demonstrate publicly their commitment to "Jamaica's broader economic and social issues." Suggested activities include the dissemination of anti-trafficking awareness-raising information through staff and management trainings; development of business and employment policies that foster gender equality, respect basic human rights, promotes zero tolerance on child labor, and encourages ethical standards, including protection for whistleblowers; providing employee opportunities for professional development and career advancement; and sponsor local parish community efforts to implement sustainable anti-trafficking activities (i.e. host a conference, fund a project, join a fund-raiser event, offer technical assistance to a local NGO, etc.). Noteworthy, is the SO's added value of working with two important ministries in combating human trafficking in the tourist districts and in the local parish communities, the Ministry of Tourism and the Ministry of Local Government. It is unfortunate that at the time of this assessment neither of these two ministries have representatives on the National Taskforce against Trafficking in Persons.



- *SO - Improved health and SO - Improved education of targeted youth*

The SO target groups are at risk youths, primary and secondary students, emotionally dysfunctional youths, socio-economically deprived youths, and sexually active youths. This is primarily the same group targeted by traffickers, or as in a number of cases, where actual victims were identified (particularly in HIV programs), and where anecdotal evidence has been collected on the whereabouts of victims both inside and outside of Jamaica's borders. Therefore, awareness-raising activities targeting line ministries, partners and co-donors would be a valuable contribution to the ongoing efforts at public sensitization. In turn, this message informing youth, parents, and civil society organizations about sexual slavery and child labor would be streamlined into other envisaged activities under these two SOs and further integrated into policy, guidelines and programs developed by government agencies and cooperating partners working jointly to improve education and health status among youth and vulnerable groups in Jamaica. Moreover, providing these implementing partners with skills and tools necessary for proper data-collection, casefile management, monitoring, and data protection principles would also serve to facilitate the collection of data for purposes of statistical analysis, research, and program evaluation. Since both line ministries for this SO, the Ministry of Education and Ministry of Health, are represented on the National Taskforce against TIP, their support would be more accessible, in principle (although during the period of this assessment, the Ministry of Education had not managed to appoint a representative to the National Taskforce).

- *SO - Improved security and participation*

Under this SO, planned activities target the court system, legal reform, community police and legal professionals. Instilling respect for human rights, children rights and the rule of law has been identified by many as the principle challenge facing Jamaica, its partners and donors. For anti-trafficking responses, the rule of law translates into a functioning and transparent legal system equipped with trained legal professionals capable of prosecuting a trafficking case competently and fairly. This is not yet the case in Jamaica, where prosecutions are the weakest aspect of the anti-trafficking response. The lack of prosecutions has resulted in the very real perception that the legal community is unable or unwilling to stand up against corruption and organized crime. The message to the criminal elements in Jamaica's devastated and volatile communities is that human trafficking remains a "low risk, high profit" activity in Jamaica.

Strengthening the rule of law and its legal institutions to combat trafficking cases, will inevitably result in more victims cooperating with the police and legal system, an increased number of public denouncing sites known for trafficking activities, and fewer trafficking victims.

Recommended activities under this SO are anti-trafficking awareness raising to support ongoing efforts against the country's growing and destabilizing threat to peace and human security – trafficking in persons. Projects for consideration include anti-trafficking legal reform, training of prosecutors, judges and lawyers, capacity building of watchdog advocacy groups and human rights organizations, sensitization of the police and parliamentarians, and technical assistance to the Ministry of Justice, Ministry of National Security and the National Taskforce. Furthermore, given that human trafficking is above all an international human rights violation, this SO is well suited to address this matter from a strategically regional stance by "coordinating with other US

agencies in regional efforts aimed at combating international crime and corruption.” For instance, co-hosting a forum where Missions, cooperating state and NGO partners in the region can come together and exchange lessons learned, best practices and define the way forward in combating human trafficking from a regional approach.

## ANNEX A

### Anti-Trafficking Assessment Organizations Interviewed in Jamaica (October 3-14, 2005)

<b>Date</b>	<b>Organization</b>	<b>Person/Title</b>	<b>Contact Details</b>	<b>Present Activities/ Focus Areas</b>
10/3 <i>briefing</i>	USAID	Claire Spence, Deputy Dir. General Development; Lilly Beshawred, Deputy Dir/PRG; Sasha Parke, Prg Specialist		Sponsored assessment report; Capacity-building of NGO partners: public education and awareness-raising projects, professional and vocational trainings, informational publications.
10/4	Prime Minister's Cabinet	Anne-Marie Bonner, Coordinator, Taskforce against Trafficking in Persons		Responsible for overall coordination of activities of taskforce members, liaise with donors and international organizations, consolidate data collected through taskforce members and other sources.
10/4	IOM	Karen Laing, Project Assistant		Direct assistance to migrants and other persons of concern; awareness-raising, lectures, trainings, research, and publications,
10/5	Public Defender's Office	H. Hamilton, Public Defender		Advocacy, casework and data collection on rights violated by state agencies including the police; liaise with social services, police.
10/5	Ministry of Labor, Social Security (MLSS)	Faith Innerarity, Chief Technical Director		Reforming visa-processing mechanism; research and data collection, drafting and implementation of national plans of action(s), liaising with immigration, social services, tourism and police; statistical publications.
10/5	International Labor Organization/ IPEC, MLSS	Marva Ximinnies, Prg Director		Research publications, policy development documents, project planning and monitoring, awareness raising campaigns, donor coordination.
10/5	Canadian International	Willy Clark-Okah, Head		NGO capacity-building, awareness-raising projects, and

<i>telephone interview</i>	Development Agency			publications on gender-based violence.
10/6	Bureau of Women's Affairs, Ministry of Development	Faith Webster, Acting Executive Dir.; Jennifer Williams, Research Coordinator	(876) 754-8575-8	Research , policy development documents, public education, professional training, project planning and monitoring, drafting National Action Plan on Gender Equality
10/6	NGO Peoples Action for Community Transformation (PACT)	Sheila Nicholson, Prg Director; Lorna Peddie, Project Officer; Hervin Chung, Project Consultant	(876) 920 - 0334	Community capacity building programs, youth remedial education, pre-vocational training, reproductive health education, public education and awareness raising, research publication.
10/6	NGO North Street United Church	Elaine Christie, Coordinator		Community capacity-building, awareness-raising, remedial education, vocational training, counseling.
10/7	Planning Institute of Jamaica (PIOJ)	Mary Clarke, Program Manager, Gender and Children	(876) 906-4463 - 4	Donor coordination, research publication, project development, management and monitoring; policy implementation.
10/7	Independent Council for Human Rights	Lloyd Barnett, Executive Dir.; Nancy Anderson, Legal Officer	(876) 967-1204	Advocacy, research, awareness-raising projects, legal representation and reform, training, policy reform.
10/8	NGO Church Action Negril	Margaret Fowler, Research Project Coordinator		Based in Negril, awareness raising, research, community development, counseling, vocational and remedial skills training.
10/9	Western Society for the Upliftment of Children	Glenda Drummond, Program Director		Based in Montego Bay, awareness-raising, counseling, vocational and remedial skills training.
10/10	Public Prosecutors Office	Kent Pantry, Director of Public Prosecutions	(876) 922-6321-5	Participation in adhoc training, data collection, pipeline prosecutor's association to be established for purposes of regional networking and project implementation.
10/10	Ministry of Health	Permanent Secretary		Awareness raising projects, policy development and implementation.
10/10	Child Development Agency, Ministry of Health	Audrey Budhai Director of Policy Planning		Research library, project development, management and monitoring; policy development and implementation. public education, professional training,

				advocacy, drafting various National Action Plans.
10/11	Attorney General's Office, Ministry of Justice	Canut Brown, Advisor on Justice Reform	(876) 906-2414	Legislative reform and policy development.
10/11 <i>telephone interview</i>	NGO Women's Media Watch	Hilary Nicholson, Project Dir.	(876) 926-0882	Public education, training, media monitoring, lectures, research library.
10/11	Ministry of Justice	Gladys Young, Acting Assist. Attorney General	(876) 906-2414	Legislative reform, comparative legal research, participation in adhoc professional trainings
10/12	Women Political Caucus and Association of Jamaican Women Organization (AWOJA)	Hermione McKenzie	(876) 968-8260	Public awareness-raising on violence against women, information publication and dissemination, training on women empowerment
10/12 <i>briefing</i>	USAID	Maragret Sancho-Morris, Dir. Office of General Development; Claire Spence, Dep. Dir./OGD		<i>see above</i>
10/12	UNICEF	Betrand Bainvel, Representative; Nada Marasovic, Prg Coordinator; Rachel Rushton, Child Prt Officer	(876) 926-7584	Public education and awareness-raising campaigns, capacity building of NGO partners, specialized trainings, support for legislative reform, research publication.
10/12	PIOJ/IDB	Barbara Scott,	(876) 906-4463 – 4	Donor coordination, research publication, project development, management and monitoring; policy implementation.
10/13 <i>debriefing</i>	USAID	SO Team		<i>see above</i>
10/13	NGO Children First	Claudette Richardson Pious, Exec. Dir.	(876) 984-0367	At-risk youths and street children, life skills and vocational training, reproductive health education, career counseling, awareness raising and capacity building, parenting workshops, information publication.
10/13	Jamaica Constabulary Force, Ministry of	Devon Wattkis, Superintendent Organized Crime	(876) 922-7052	Victim Support Units (7 centers for investigation of sexual offences and child abuse); investigations

	National Security	Investigation Division; Victor Barrett, Deputy Superintendent		and police raids; training of police cadets.
10/14	Prime Minister's Cabinet	Ann-Marrie Bonner Coordinator, Taskforce against Trafficking in Persons		<i>see above</i>
10/14	NGO Women's Inc. Crisis Center	Carol Sewell, Program Manager	(876) 929-2997	Shelter for victims of gender-based violence, SOS help line, counseling, liaising with police and social services.
10/14	Regional Gender Studies Institute, Univ. of West Indies	Barbara Bailey, Regional Coordinator	(876) 927 – 1913	Gender studies graduate and certificate programme; research publication, policy development, establish regional links, development of training manuals, lectures.
10/14	Ministry of National Security	IDB-funded project		

## ANNEX B

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### Taskforce against Trafficking in Persons in Jamaica (10/2005)

**Office of the Prime Minister**  
*Taskforce Coordinator*



**Taskforce against Human Trafficking**  
*13 member, inter-ministerial, multi-sector policymaking body; established in 5/2005; monthly meetings*



#### Members

- Prime Minister's Cabinet (Coordinator)
- Ministry of National Security
- Attorney General's Chambers
- Jamaica Constabulary Force
- Child Development Agency
- Bureau of Women's Affairs, Ministry of Development
- Planning Institute of Jamaica
- Ministry of Health
- Ministry of Foreign Affairs and Foreign Trade
- Ministry of Labor and Social Security
- NGO Peoples Action for Community Transformation, PACT
- NGO Women Inc. Crisis Center
- NGO Association of Women Organizations, AWOJA

#### **National Plan of Action against Trafficking in Persons (7/2005)**

- Lists progress made by Taskforce, with short and long-term activities
- Work plan with timeframes and responsible agency being drafted

#### **Taskforce Subgroups (in progress)**

- Trafficking in Children
- Public Awareness Raising
- Research Development

**JAMAICA MONITORING AND EVALUATION CHART**

	<b>Monitoring Methods</b>	<b>Evaluative Indicators</b>
<b>Prosecution</b>	<p>Coinciding with timeframe of implemented specialized trainings and other types of exposure to similar technical expertise:</p> <ul style="list-style-type: none"> <li>- Follow-up survey and/or questionnaire with target group and former participants</li> <li>- Securing target group agreement to implement follow-up activities within their workload/agencies</li> <li>- Case management and case tracking system implemented and periodically reported upon by national taskforce on TIP</li> <li>- Data collection and reporting obligations integrated into work of national taskforce members</li> <li>- Media monitoring system incorporated into work of national taskforce (or its donors).</li> <li>- Conducting focus group discussions and/or roundtables on the issue of prosecution (where data would be reported and consolidated)</li> </ul>	<ol style="list-style-type: none"> <li>1. Milestone increase in percentage of trafficking- related cases successfully prosecuted;</li> <li>2. Percentage of former training participants involved/presiding over successfully prosecuted cases;</li> <li>3. Percentage increase of arrests, open investigations, and processed cases by police and/or prosecutors office;</li> <li>4. Percentage increase of cases in the legal process being publicly monitored via media reports;</li> <li>5. Percentage of victim-witnesses successfully assisted via the national referral system and cooperating in the legal process;</li> <li>6. Percentage increase of law enforcement activities implemented by state agencies complimenting police and judicial efforts (i.e., number of businesses sanctioned for health and labor code violations, number and type of border control activities; number of suspect visas denied/investigated).</li> </ol>



<b>Protection</b>	<b>Monitoring Methods</b>	<b>Evaluative Indicators</b>
	<p>Coinciding with timeframe of protection related activities implemented:</p> <ul style="list-style-type: none"> <li>- Follow-up survey and/or questionnaire with target groups and CSO implementing partners</li> <li>- Securing CSO agreement to implement follow-up activities</li> <li>- Case management, project evaluation and monitoring system implemented and periodically reported upon by CSOs</li> <li>- Data collection and reporting obligations integrated into work of CSOs (with links to national taskforce on TIP)</li> <li>- Media monitoring activities conducted by CSOs</li> <li>- Conducting focus group discussions and/or roundtables on the issue of protection where data would be consolidated and shared with national taskforce members</li> <li>- Implement legislative monitoring system (i.e., watchdog NGO, parliamentarians groups, law school project, regular review of legislative sessions)</li> </ul>	<p>7. Percentage of victims, successfully re-integrated into society (pending availability of a shelter);</p> <p>8. Percentage increase in the number and types of calls to existing help-lines;</p> <p>9. Percentage of public with knowledge of how to help (a presumed victim) and where to call;</p> <p>10. Percentage increase in the number of presumed or actual trafficking cases coming to the attention of local CSOs (and number of assisted cases);</p> <p>11. Number of MoUs successfully operational between state agencies and local CSOs as part of the national referral mechanism (NRM);</p> <p>12. Percentage of victims, successfully assisted by the partners of the (pending) national referral mechanism (NRM);</p> <p>13. Milestone percentage increase in the number of victim protection legislation drafted, adopted, ratified, or implemented.</p>

<b>Prevention</b>	<b>Monitoring Methods</b>	<b>Evaluative Indicators</b>
	<p>Coinciding with timeframe of implemented preventive activities:</p> <ul style="list-style-type: none"> <li>- Conduct follow-up survey of target groups (assisted victims, project participants)</li> <li>- Implement follow-up activities based on pre/post evaluations of project target group</li> <li>- Case tracking, data collection and reporting obligations integrated into work of CSOs (as members of national taskforce)</li> <li>- Training and monitoring of the media incorporated into work of CSO and community coalitions</li> <li>- Conducting focus group discussions and/or roundtables on the issue of prevention</li> <li>- CSO reports (i.e., monitoring and evaluations)</li> <li>- Legislative monitoring system (i.e., women groups, legal NGOs, parliamentarians, legislative review sessions working group)</li> <li>- Review of statistical data available from state agencies (police, etc.)</li> </ul>	<p>14. Percentage of target group reached by local CSOs and community coalitions: number, type and impact of initiatives (i.e., victims confirming positive experience while undergoing assistance and referral process)</p> <p>15. Percentage decrease in statistical data indicative of trafficking trends: gender-based violence cases, school drop-out rate, violent crime levels, youth unemployment status, migration trends, etc.</p> <p>16. Percentage of state funding being allotted to preventive project activities (i.e., HIV-Aids awareness; remedial/vocational education; street children;</p> <p>17. Percentage of public with knowledge of what to do and where to go for assistance (recruitment methods, confirming travel/employment agencies, etc.)</p> <p>18. Percentage increase of activities implemented by state/private entities to compliment local community anti-trafficking efforts (i.e., hotel staff trained on TIP; media reports on preventive efforts parliamentarians and government officials expressing public support for anti-trafficking efforts; victims of gender-based violence provided with assistance.</p>

## ANNEX D

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### Bibliography

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