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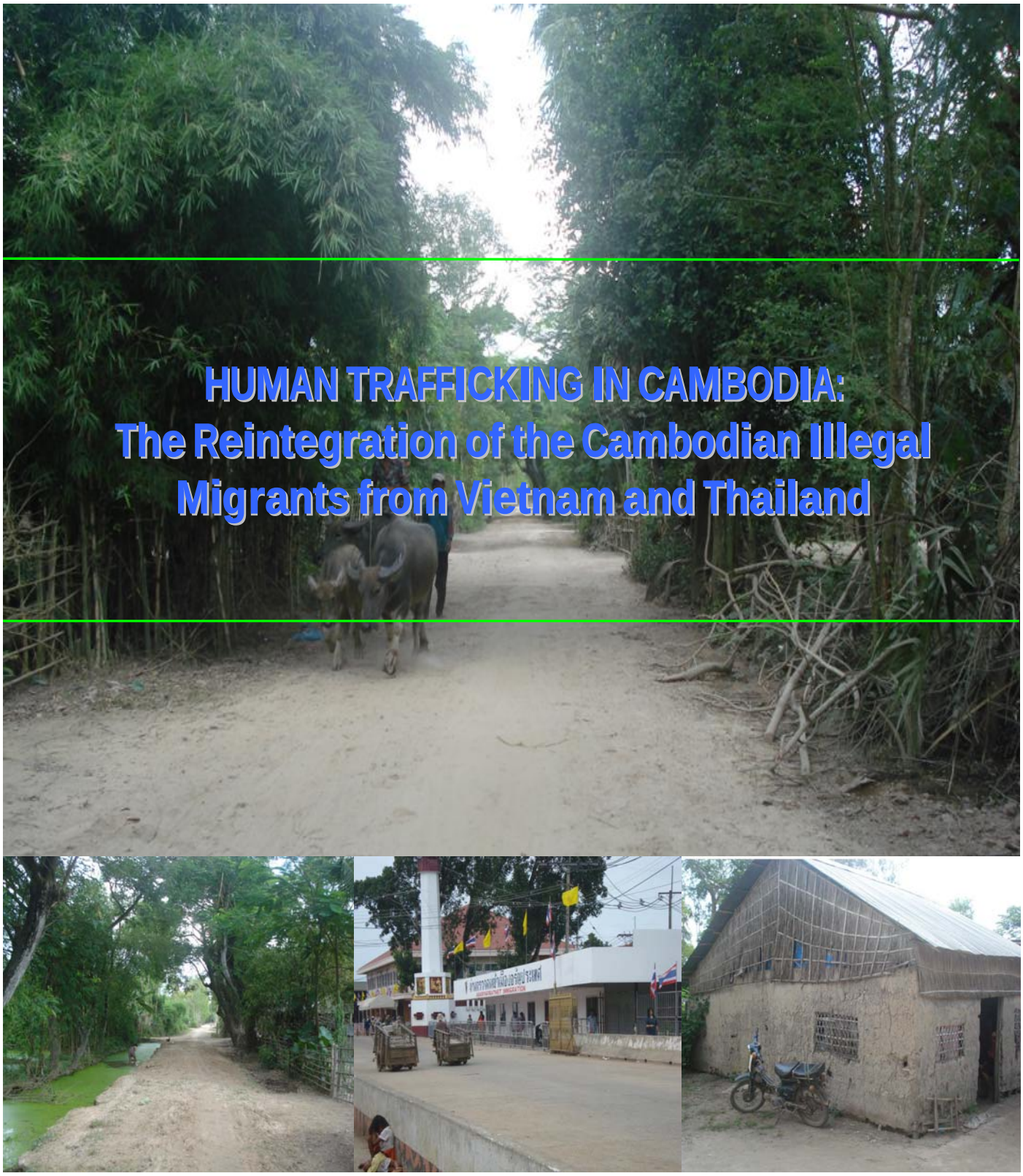

HUMAN TRAFFICKING IN CAMBODIA:
The Reintegration of the Cambodian Illegal Migrants from Vietnam and Thailand

NETH Naro

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LIST OF ACRONYMS

AFESIP	Agir Pour Les Femmes en Situation Precaire
AMC	Asian Migration Centre
CCPCR	Cambodia Center for the Protection of Children's Rights
CEDAC	Cambodian Center for Study and Development in Agriculture
CNSP	Cambodia National Strategy Plan
CWCC	Cambodia Women's Crisis Center
COMMIT	Coordinated Mekong Ministerial Initiative against Trafficking
COSECAM	NGO Coalition to address Sexual Exploitation of Children in Cambodia
GAATW	Global Alliance Against Traffic in Women
GDP	Gross Domestic Product
GMS	Greater Mekong Sub-region
ILO	International Labour Organization
INGOs	International non-governmental organisations
IO	International organisation
IOM	International Organization for Migration
KNK	Kokkyo naki Kodomotachi
LICADHO	Cambodian League For the Promotion and Defense of Human Rights
LNGOs	Local Non- Government Organization
MoSAVYR	Ministry of Social Affairs, Veterans, and Youth Rehabilitation
MoWA	Ministry of Women's Affairs
NED	National Economic Development
NTF	National Task Force
NGO	Non-governmental organisation
NPRS	National Poverty Reduction Strategy
RAO	Rural Aids Organization
UNIAP	United Nations Inter-Agency Project on Human Trafficking in the Greater Mekong Sub-region
UNICEF	United Nations Children's Fund
UNOHCHR	United Nations Office of the High Commission for Human Rights

ABSTRACT

Human trafficking is a deep concern at global, regional and state level. It is multi-pronged and linked to the problem of human rights, human dignity and HIV/AIDS as some female victims were forced into commercial sex and prostitution. In the 21st century, human trafficking is considered a criminal crime that all states need to address.

The problem of human trafficking in Cambodia arose from poverty as the root cause wherein the poor wish to find income opportunities and hence became victims of trafficking into Thailand and Vietnam. In the process of helping those victims to return to their home countries, reintegration is considered crucial to help them meet better living conditions. Many factors have contributed to successful reintegration. Among those factors are job training and employment as the most important prerequisites of a reintegration programme.

However, after the reintegration programme the victims are still facing income difficulties due to the inability of those rendering aid to look more in-depth with regard to the concept of job training and employment. Hence, this paper attempts to answer the question "What can the government, NGOs and private sector do more to help the victims? What are the particular needs of the victims? And is reintegration a success?" The paper seeks to examine whether reintegration is really helpful in assisting victims to obtain a better job and contribute towards helping their families. If reintegration is not really helpful, and the root cause of trafficking still remains, then the reintegration process will not succeed.

Successful reintegration should resolve an entire range of problems faced by the victims and their families; in particular, poverty as the root cause of human trafficking has to be addressed.

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Research paper on Human Trafficking in Cambodia: Reintegration of the Cambodian illegal migrants from Vietnam and Thailand

I- Introduction:

Before delving into the paper, it is important to first understand the concept of human trafficking. Although there are various definitions of human trafficking, it is mainly defined as

> *the recruitment, transportation, transfer, harboring 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 benefit the purpose of exploitation. Exploitation should include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, force labour or service slavery or practices similar to slavery, servitude or the removal of organs (UNIAP, 2008).*

On 28 October 2000, the United States (US) Congress passed a protection act for the victims of trafficking and violence. The act narrowed the concept of human trafficking by stating that any person under the age of 18 and involved in a commercial sex act – regardless of whether by force or fraud – would be deemed as human trafficking (U.S. Department of State, 2007). The issue of human trafficking should be understood as rising from migration trends and in particular irregular migration (Phil Marshall, 2001). As a result, the trafficked victim is forced into many forms of exploitation which impact upon one's human rights and human dignity. Women and girls, who are forced into sexual exploitation, are also exposed to contracting HIV/AIDS. Trafficked victims are also at times forced into illicit organisational crimes such as robbery, banditry, and smuggling. These circumstances are the result of economic underdevelopment, landlessness, unemployment, gender inequality, and broken family backgrounds. These issues consequently allow the poor to fall into the trap set by human traffickers (Takashi Yasunubu, 2004). In addition to this, low levels of education, family debt, agricultural crop failure, and the lack of land and off-season work push people from rural to urban areas. Amongst many of those migrants, the men often find work in the construction sector while women work in the service industry and sex industry (John L. Vijghen and Anoushka Jeronimous, 2007).

In the case of Cambodia, the majority of the reported trafficked Cambodian victims are children aged between six to 13 years old. Cambodian victims, regardless of age, also have low levels of education because they have had few opportunities to go to school. This,

coupled with the lack of employment and unpaid debts, are the main factors that have pushed Cambodians to fall prey to or even engage in human trafficking activities. Some have worked with human traffickers by renting out or trafficking their own children to work as beggars and flower sellers (Sophie Kavoukis, 2004). The most important push factor is poverty – as 34 percent of Cambodians live on less than US$ 1 per day (UNICEF, 2005) – and the slow rate of job creation that does not meet the rising labour supply (UNAIP, 2008). Moreover, this has made women and children most vulnerable to trafficking (Vijghen and Jeronimous, 2007).

It should also be noted that socio-economic imbalance between countries is a major factor leading to regular migration as well as irregular migration (Sema Erder and Selmin Kaska, 2003). According to the Asian Migration Centre (2002), International Organization for Migration (2004) and the Asia Foundation (2008), Thailand and Vietnam are major destination hubs for migrant workers. In particular, Thailand is a major destination in the Greater Mekong Sub-region (GMS). Cambodian migrants, for instance, were encouraged by the fact that returning migrants were enriched with earnings from working abroad and thus believed that they would be able to earn more in Vietnam and Thailand. There was also the belief among migrants that the Vietnamese are kind and generous, and would therefore be more willing to pay more to their workers. These push and pull factors have thus led people to fall into the trap of human trafficking. In order to assist these returning victims, governments and non-governmental organisations (NGOs) have to do more in their roles and efforts to address these issues and formulate policies to provide for the basic needs of the population at large. Income generation is considered a crucial way of reintegrating the victims back into society.

1- Statement of Problem

As mentioned, poverty has been a crucial factor for Cambodians to seek employment abroad – namely Thailand and Vietnam. In the process of doing so, however, these people especially women and children have been trafficked into the sex industry and exploited for labour. Deeply concerned by these issues, the Royal Government of Cambodia and NGOs have initiated policies to address the problem of human trafficking by setting up reintegration programmes to help returning victims achieve better living conditions. Many factors have contributed to the successful reintegration process, including in the critical areas of job training and employment.

However, more can be done to improve the situation. While reintegration may be seen as a process of re-unifying the people with their former lives – including families and/or villages in order to return them to society (A. Derks, 1998) – a further step should be taken by taking into account the seven criteria established by the Asia Foundation in 2005. Job training and employment is stated as one of the criteria that can help victims to find jobs with better income after implementing the reintegration programme. Even so, the reintegrated victims often face livelihood difficulties after implementing the reintegration initiatives as the government and NGOs do not place enough emphasis and detailed efforts in these criteria.

Moreover, the reintegration programme does not really help victims if the root causes of the victims are not adequately addressed. Evidence (UNAIP, 2008) have showed that the trafficked victims repatriated from Vietnam have increased: 93 in 2005, 113 in 2006 and 224 in 2007, while the official number of trafficking victims repatriated from Thailand were 186 in 2005 and 252 in 2006, although the figures declined to 160 in 2007 (amidst political turmoil in Thailand, and some research have highlighted that it is easy to identify trafficking victims who worked on the streets than victims who worked in houses, hidden places or forced into prostitution, while trafficked returnees from Thailand experienced sexual and labour exploitation).

2- Objectives of the Study

This study seeks to examine whether existing efforts made by the government and NGOs are sufficient in helping the victims, by examining the following questions:

1. What are the particular needs of the victims?
2. Has the reintegration process been successful?
3. What more can the Cambodian government, NGOs and private sector can do to help the victims?

3- Scope of the Study

Two Cambodian provinces which share borders with Vietnam (Svay Rieng) and Thailand (Banteay Meanchey) will be used as case studies. The government initiative against human trafficking has placed the Protection, Prevention and Prosecution policies to assist victims of human trafficking.

- The protection policy is presently implemented by the Ministry of Social Affairs Veteran and Youth Rehabilitation (MSAVYR), involving activities to provide post-harm assistance to trafficking victims including identification, rescue, safe repatriation, rehabilitation with skills, family tracing assessment, reintegration with working place and family community, short/medium/long-term shelter, medical, legal, psychological, education and vocational training.

- Prevention is overseen by the Ministry of Women Affairs, with activities being implemented across the country, mainly in the trafficking source areas. Prevention efforts include awareness-raising campaigns on human trafficking and safe migration, education and capacity building, creation of child protection networks, poverty alleviation and disaster response projects through micro-credit schemes.

- Prosecution involves activities relating to the criminal justice process.

The interest of this research is to examine the problem of human trafficking; the problem of reintegration wherein the important component is job training employment as one of the criteria to ensure that upon implementation the victims can be involved in income generation. This programme is presently under the charge of the Ministry of Social Affairs in collaboration with the Ministry of Women Affairs. NGOs have been involved in the rehabilitation and reintegration programmes to provide vocational training and employment to the victims.

This research also would like to note that, the study will respect the privacy of victims, some of whom were involved in the trauma of sexual exploitation.

4- Research Methodology

Interviews were conducted with three groups, namely government officials, members of NGOs and the victims themselves. With respect to government officials, key persons from the Ministry of Social Affairs and Veteran Youth Rehabilitation and the Ministry of Women's Affairs were interviewed. International NGOs (INGOs) that were interviewed include the United Nations Inter-Agency Project on Human Trafficking in the GMS, the International Organization for Migration and the International Labour Organization. Interviews were also conducted with members of local NGOs working in rehabilitation and reintegration programmes, such as the Cambodian Women's Crisis Center, Agir Pour Les

Femmes En Situation Precaire, LICADHO, ADHOC, the Cambodian Center for the Protection of the Children's Rights, Rural Aids Organization, KNK network Cambodia, DAMNOK TOEK- GOUTTE D'E AU and the NGO Coalition to Address Trafficking & (Sexual) Exploitation of Children in Cambodia (COSECAM).

With regards to interviews with the victims, given the difficulty in locating victims of human trafficking, interviewees in this study have been referred to by relevant NGOs working in the field. These interviewees are mainly those living under rehabilitation NGO shelters, and also victims reintegrated into society.

This research selects two provinces bordering Vietnam (Svay Rieng) and Thailand (Banteay Meanchey) as the case study areas. Field research is necessary to obtain supporting data and information. Both areas had been visited twice and interviews had been conducted with 30 victims who are staying with the NGOs and with 20 victims whom are reintegrated into several workplaces (NGOs' business shelters and garment factories) as well as half-way houses for those who want to be self-employed by running their own business.

II. Literature reviews

This chapter would like to highlight that human trafficking can affect many issues. The root causes of human trafficking are the push and pull factors which drive people into human trafficking. Policies to prevent human trafficking and to help them such as through reintegration programmes play very important roles to re-unify these victims with their former lives and to place them back in their families, communities and the wider society.

1-The Linkage between Migration and Human Trafficking

According to Marshall (2001), trafficking is linked to irregular migration. Sometimes it happens in destination countries where an increasing number of women in particular become victims to various kinds of abusive, exploitative, and irregular forms of migration associated with trafficking (Derks, 2000; Piper, 2005). It is also known as "blind migration" and the flow of migration from such created the risk of trafficking. The relationship between trafficking and migration has been the trend of migration that links victims' vulnerability to human trafficking when they are isolated from their homes and families (Bridget & O'Connell, 2003). Trafficking can also deprive people of their human rights and freedoms, and it is clearly related to issues of human right abuses, the issues of human dignity. As such,

human rights violations are considered to be both a cause and a consequence of trafficking as the trafficked victim was forced into many forms of labour and sexual exploitation (Derks, Henke & Vanna, 2006). Sometimes the female victims forced into commercial sex industries have had less right to demand the use of condoms by clients and consequently had been infected with HIV/AIDS. According to the UNAIDS 2004 report, "across Asia, the HIV epidemics are pushed by a combination of injecting drug use and commercial sex." Thus, both prostitution and sex trafficking contribute to the spread of HIV/AIDS (UNAIDS, 2004). One important thing has been the difficulty in identifying trafficking victims involved in organized crime due to the paucity of information; this is a serious issue which can impact on the security of states and needs to be tackled in order to resolve the entire problem (Derks, Henke & Vanna, 2006). It should be seen also that the UN Trafficking Protocol is a supplementary protocol to the UN Convention against Transnational Organised Crime, indicating that trafficking is now commonly considered to be a criminal offence. Also, the impact of human trafficking goes beyond individual victims as it can be a major way to affect the safety and security of all nations (U.S. Department of State, 2007).

2-The Causes of Human Trafficking

There are a number of "supply and demand" issues at play. In terms of supply, push factors which prompt both illegal migrations in general and trafficking in particular tend to be negative in context and can encompass economic hardship, environmental conditions and/or personal insecurities. The pull factors tend to be positive and may include better employment opportunities and improved standard of living (Emmers, Greener-Barham & Thomas, 2006).

2-1-Push Factor and Pull Factor

Poverty is an important factor which has increased women and children's vulnerability to human traffickers – particularly the poor and the unemployed due to their willingness to join or their low levels of awareness on the dangers associated with human trafficking (Yasunubu, 2004). The Chen Chen Lee report in 2007 showed that the interviewees cited poverty as one of the main drivers behind their decisions to migrate overseas for work. According to Vijghen and Jeronimous (2007), the low level of education, family debt, agricultural failure, lack of land and off-season work were pushing people to the big cities or to other countries as the men go into construction, women into services and prostitution. In addition to poverty, the lack of education and unemployment there are also significant social and cultural variables

that contribute to human trafficking. For instance, cultural norms that perpetuate a lack of respect for women increase the likelihood of them being exploited (Cambodia Women Crisis Center global report, 2005). Similarly, the perception of children as wage earners also increases the likelihood of them being trafficked (Margallo and Poch, 2002).

Poverty, broken families, landlessness, disasters, uneven economic development, relaxation of border controls, economic inequality between the rural and urban areas are also significant contributing factors to human trafficking (RAO, 2007). According to the International Organization for Migration, based in Phnom Penh, in 2004 the pull factor connected to the push factor whereby people became disillusioned with their community due to extreme poverty. The pull factor is the expectation that destination countries are places better than their impoverished communities and where migrants can earn more money for remittances back home (Phiev Khay, 2005).

Thus, it can seen that the root causes are push and pull factors through which people who wish to seek jobs for a better living on became victim of human trafficking.

3- Reintegration

There are regional and country differences in the conduct of re-integration policy and there are no globally accepted definitions of reintegration. Annuska Derks (1998) argued that the reintegration of a trafficked victim should re-unify them with his/her former life including the family and/or village in order to place them back into society. Similar mention has also been made by Sophie Kavoukis (2004) that the victim should be prepared to return to the original family after living in the state and NGOs' shelters for a period of time. However, reintegration is not only to return them to their former lives and to their original homes and communities but it should also take into account the seven criteria set by the Asia Foundation in order to help and support them for better conditions, in order to place them back with their families and societies. The Asia Foundation has provided a clear definition in which reintegration should assist the victims through some or all of these components (Asia Foundation, 2005):

1- Preventing stigmatisation by letting the victims express their concern to the public.

2- Education to play an important role in addressing the needs of children.

3- Job training and employment to ensure that after the reintegration programme the victims can have better jobs.

4- Legal support whereby the police and local communities should work together against human trafficking.

5- Medical and health care should be provided to victims during the integration process.

6- Social service to protect the victims, who were often fearful of retribution from traffickers and the authorities, hence having real reasons to feel unsafe.

7- Psychological service for victims prone to suffer from abuse, stress, depression and somatic consequences; psychological support should be provided during the reintegration process.

A 2002 report by Cathy Zimmerman revealed that the victims of human trafficking should be reintegrated into their families and societies; the way to help them being the prevention of stigmatisation, job training, legal assistance and health care and also collaboration with NGOs in order to provide social, medical and psychological care for the victims. According to the 2002 UNOHCHR Guideline 6, Clause 8 has stipulated that partnership with NGOs should be established to ensure that victims are provided with appropriate physical, psychological, health care, housing, educational and employment services to prevent repeat trafficking (UNOHCHR, 2002). In light of this, support services would be essential to help the victims start a new life. If the reintegration support and job opportunities are inadequate upon their return, it would heighten the risk of repeat trafficking (GAATW, 1999).

Moreover, reintegration assistance should be made available to prevent stigmatisation, provide job training, health care, educational support, even food and income generation to support them in order to ensure successful reintegration. This is due to the fact that many Cambodian victims were faced with social stigma, personal emotional scars and sometimes hopelessness when they returned to their country (Chenda, 2006).

As this research paper is looking into the problems of human trafficking and reintegration, the most important thing would be job training and employment as they constitute the main activities to help victims recommence income generation before bringing them back into society. Reintegration is not just to re-unify them with their former lives but it should also

look into seven criteria issued by the Asia Foundation. Whether the reintegration policy is a success will be discussed in chapter 3.

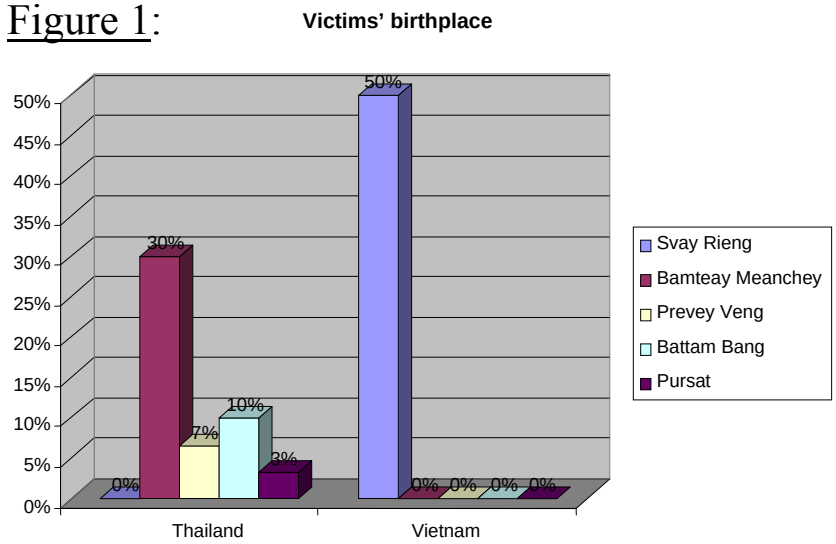
III- Data and Analysis

1- Push Factors

Interviews have been conducted with 50 victims of human trafficking; 30 of the victims lived in NGO shelters while the other 20 victims have been reintegrated into society with employment in areas such as garment factories, NGO shelter businesses and half-way houses as well as self-employed small businesses. This information was retrieved from NGOs victims' shelters as a means of deducing what other skills have been provided by the NGOs through the rehabilitation programmes, and whether these programmes were effective in improving the living conditions/standards of the victims.

In order to analyse and challenge the idea of Derks (1998), the ways that can help the victim would not just be to reunify them with their former lives in their societies or simply providing seven criteria as the Asia Foundation established in 2005, but that reintegration has to look into the root causes as the push factor that drove the people willing to migrate into the trap of human trafficking.

Figure 1:



1-1- Province

The Svay Reang and Banteay Meanchey provinces of Cambodia share borders with the big booming economies of Vietnam and Thailand respectively. They are also critical areas where high incidences of human trafficking occur. In addition, the problem is exacerbated by the

relaxed border control, corruption within the authorities of both countries, poverty in Cambodia and migrants' expectations of a better life overseas.

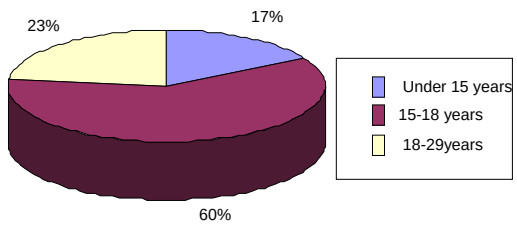
There are some differences between victims trafficked to Thailand and Vietnam. Victims trafficked to Vietnam were mostly exploited for begging (labour exploitation) and they originated from Svay Rieng province. But if we take a look at victims trafficked to Thailand, they were forced into sexual and labour exploitation and they were from many provinces of Cambodia.

Nevertheless the root causes of human trafficking from Cambodia are similar:-

- The issue of sour land and soil in addition to the common flooding and drought.
- No land for agricultural creation, and joblessness.
- Isolation from the town, since as a remote area it is difficult to find markets elsewhere.
- Water problems: lack of access to water or poor quality of surface water (no crops can be grown where this water lies).

1-2- Age

Figure 2: **Age before being trafficked**

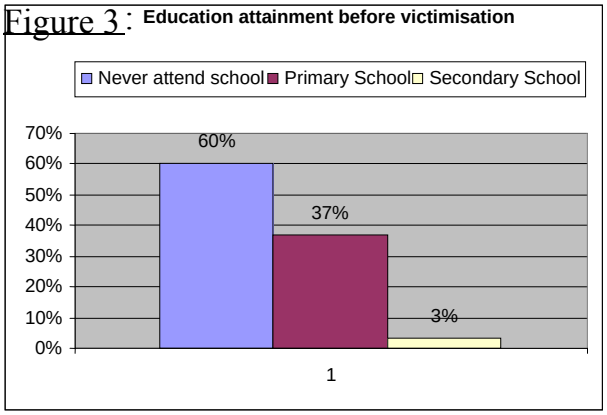


There is a need to pay attention to under-aged victims because the poor people often send their children out to work to support their families. Also there is relevance to both household and traffickers' perception of children as breadwinners for the families (Margollo and Poch, 2000). As such, the under-aged is targeted by the traffickers. At times, the latter, the broker and facilitator take advantage of these defenceless and naïve under-aged victims who are largely unable to distinguish between right and wrong. As seen from Figure 2, 60 percent of

the victims range between the ages of 15-18 years old while 17 percent were below the age of 15 and 23 percent were within the age range of 18-29 years.

1-3- Educational Levels

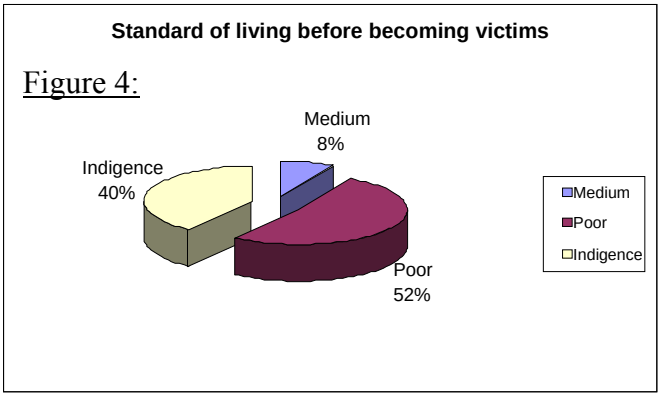
Figure 3 :



Low education levels contributed to higher poverty levels. As seen in Figure 3, 60 percent of the trafficked victims were illiterate for families and communities. One crucial way to increase economic growth would be to emphasise the importance of education as a significant human resource development (in terms of specific skills), thereby aid in alleviating poverty. The education levels of trafficked victims also reflected the national distribution. This therefore illuminates the significant role that the Cambodian Ministry of Education should play for the betterment of the whole country.

According to the Ministry of Planning, a child can be safe from illiteracy if he or she has completed at least till the fourth or fifth grade of their studies. Nevertheless, a higher education level is needed to ensure a better employment prospects in the future. As stipulated in the Cambodian government's National Strategy Plan (2006 - 2010), education is the main human resource development factor in helping to alleviate poverty and increase economic growth potential.

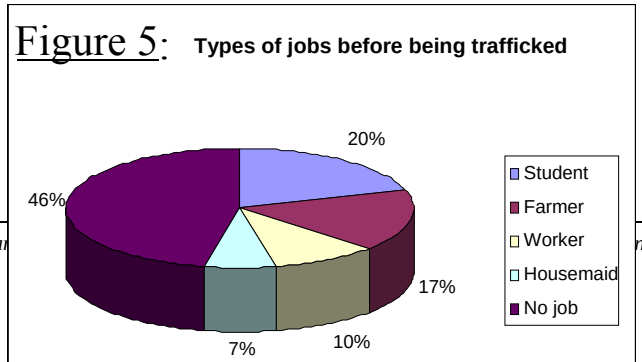
1-4- Economic Circumstances of the Trafficked Persons

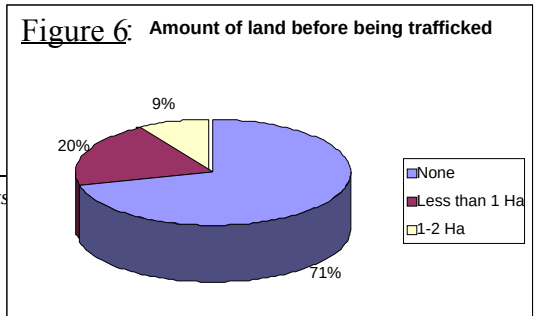


A combination of factors such as being under-aged, having low education levels, landlessness, poor community infrastructure, lack of financial capital and unemployment have contributed to lack of income and poverty. In order to generate income, the poor have had to borrow money from dealers at high interest rates. However, due to their lack of skills and community orientation, many of them were unable to deal with their debts later on. Failed agricultural crops due to frequent natural disasters have also led to further disruption of income generation. As a result, they were forced to sell their property and even resort to child renting in order to pay back their debts. As seen in Figures 3, 4 and 5, the root causes of trafficking are found to be: 46 percent joblessness, 52 percent in poverty without debts and 40 percent families who are extremely poor with long-term debts, while 20 percent constitutes students from poor families which lack the abilities to allow their children to continue their studies.

Case study #1: Pheada

"I am 15 years old and come from a poor family in Chan Thea village. I have four sisters and three brothers. I am the second child born in the family and have an older brother. My mother is a fish seller and my father is a farmer. In my village it is so difficult to generate income as the land becomes dry during summer and flooded during the rainy season. Because of my family's indigenous lifestyle, my parents decided to trade me to a broker in exchange for a monthly salary. This happened when I was in fifth grade in high school. I love to study and hope to have a chance to go to school with my peers but I cannot. I was involuntarily escorted to cross the border illegally and work as flower seller and beggar in Vietnam"





In Figures 4, 5 and 6 the poor originating from the landless segments of society – and thus had little chance to engage in agriculture – consists of approximately 71 percent of the trafficking victims. The research also found that 17 percent of the trafficking victims were labourers working in rice fields supporting their families while their families generally supplemented the family income by working on farms. Twenty percent of the victims said that their families owned land of less than one hectare and nine percent of them had one to two hectares. Even so, the problem was the difficulty of crop cultivation due to poor soil quality in addition to the common flooding and drought. Moreover, with inadequate road infrastructure villages are isolated from towns, such remoteness making it difficult to find access to markets. Therefore, it is difficult for the poor to engage in income generation, making them vulnerable to human trafficking when searching for jobs to support their families. Poverty remains the most significant constraint for rural Cambodians. According to Cambodia's National Poverty Reduction Strategy (2003-2005), a policy agenda has been established with the objective of increasing incomes of Cambodians living in the rural areas to promote access for the rural people to land, water, agriculture, forestry, fishery and transportation. The policy had laid out key priorities in order to meet poverty reduction goals. Human trafficking is regarded as one of the critical social issues and as an indication of its importance, it has been incorporated into the NPRS (NPRS 2003-2005). The policy also points out that The 'Land Contribution Programme' will prioritise the needs for social land concessions (NPRS 2003-2005). However, the policy lacks specific monitoring and surveying measures needed to identify the vulnerable people in Cambodian society. Hence, there is a need to strengthen implementation at all levels of the government institutions ranging from provinces, districts, communes to local communities.

Case study #2: Vuthy

"I stopped going to school after fifth grade. I have five sisters and two brothers. My family is poor thus we cannot afford to support me anymore. Before leaving the village for Thailand, I was a labourer on a farm, as a means of supporting my family. In fact if my family had land I could be here for crop cultivation. But they did not and due to the insufficient income, I decided to go with a broker to work in Thailand as a market goods distributor. There I was forced to work for long hours with inadequate food and rest."

To address the lack of agricultural production, the government can do more via its various ministries:-

- The Ministry of Land Management can work towards further improving land management in the rural areas. Land and water are the two fundamental natural resources, which form the basis for economic development and poverty reduction, especially in the rural areas where people rely on them for agriculture.

- The Ministry of Water Resource and Meteorology can further improve its efforts to help build irrigation systems to escape drought and flooding since about 75.6 percent of the total cultivated area remains fully dependent on rain water (NPRS 2003-2005). Hence, the government has to invest in better water resource management measures through the irrigation system sectors to ensure that farmers have access to natural water resources for crops, in order to avoid the unsustainable use of these resources which could endanger the development of the country in the long run.

- The Ministry of Agriculture can further improve agricultural production in improving land and soil quality, increase agriculture productivities to meet the guidelines on poverty alleviation established by the government's Poverty Reduction Strategy.

2- Pull Factors

All of the trafficking victims (100 percent) who responded were transported to Vietnam and Thailand as irregular migrants. Internal migration is therefore the problem that the states need to tackle. It seems easy for the negotiator, facilitator and broker to traffic people from one place to another without proper border control and checking. Hence, both sides have to strengthen institutional capacity in taking affirmative action to combat this issue. In addition, unofficial border checkpoints such as jungle roads need to be monitored. Just as importantly, both countries have to conduct the exchange of information, legal coordination, and law enforcement.

2-1- Vietnam

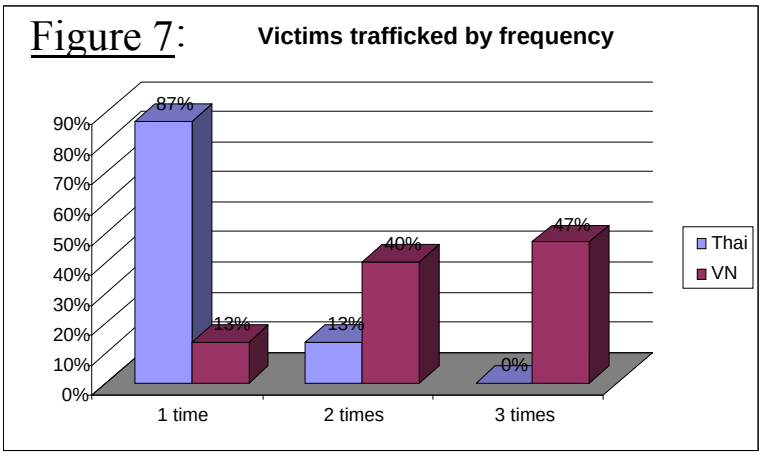
Vietnam currently enjoys a booming economic growth with a gross domestic product (GDP) per capital of US$ 1,055 (Economics Today, 2008). The other pull factor is the belief among the poor people that Vietnamese are kind and generous when asked for money. Most of the poor people who live on the Cambodia-Vietnam border often migrate to Vietnam illegally because they find it easy to cross the border, while Vietnamese like to donate money to

beggars. Other expectations include the wartime friendly relations between Cambodia and Vietnam.

> ***Case Study #3: Ms. Tha***
>
> *"I was 15 years old when I was trafficked to be a beggar in Vietnam. Vietnamese people were kind and they like to donate to the poor people in particularly on special occasions. In fact, from day to day I can earn 15,000R to 20,000R (US$4 to US$5) but the money was kept by the broker. Vietnamese were generous and gave a lot. One time I was in the garden in Ho Chi Minh City they pitied me and gave me some money."*

The possible reasoning behind the fact that Vietnam does not want to provide protection to migrants is perhaps to convince Cambodia that the Vietnamese are similar to the Cambodians and that both countries used to have close friendship during wartime. Moreover, most of the Vietnamese irregular migrants are living in Cambodian territory.

> *Mr. Chen said that if we look at the number of Vietnamese living in Cambodia's territory, it was more political than anything else that Vietnam did not want to stop the poor Cambodian migrants,*



According to Figure 7, the number of re-trafficked victims to Vietnam is higher than those that have been re-trafficked to Thailand. Eighty-seven percent of returned victims had never been re-trafficked to Thailand. According to the UNIAP the data on trafficking victims from Vietnam gradually rose from 93 in 2005, 113 in 2006 and 224 in 2007. This is because both traffickers and the trafficked persons to Vietnam were not only willing to pay, but also believed that the relaxed border controls and close friendship between Cambodia and Vietnam would ease the trafficking of people into Vietnam. The governments of Cambodia and Vietnam should strengthen their collaboration to tackle the existing problems.

Table 1:

	Thailand	Vietnam
Construction Worker	7%	0%
Lottery Ticket Seller	0%	13%
Selling Flower	0%	7%
Restaurant servant	7%	7%
Karaoke shop worker	27%	0%
Customer service	7%	0%
Shrimp remover	20%	0%
House painting worker	0%	0%
Beggar	13%	73%
Distributor of market goods	20%	0%
10000<15000 Riels	27%	20%
15000>20000 Riels	27%	73%
20000-25000 Riels	47%	7%

With respect to Table 1, 73 percent of the victims earned from the range of 15,000 to 20,000 Riels (US$ 4-5) per day holding jobs as beggars, 13 percent sold lottery tickets, while 7 percent sold flowers.

The victims rarely reveal the whole truth of their stories and therefore the credibility of their accounts could only be noted via observation.

The IOM Representative in Svay Rieng Province pointed out that the migrants in Vietnam only become beggars. In Vietnam besides begging it is difficult to find other jobs like restaurant servers, lottery ticket and flower seller because these jobs are also needed for Vietnamese people. Thus when the victims said that they worked there as lottery ticket and flower sellers, it is normally not true.

2-2- Thailand

The wages earned by 47 percent of them ranged from 20,000 to 25,000 Riels (US$ 5-7) per day. Twenty-seven percent of them worked as karaoke girls, 20 percent as shrimp removers and 20 percent as goods distributors.

There are many reasons why these people were willing to go to Thailand. Thailand was thought to be a good place where a lot of money could be earned. The brokers use the attraction of high incomes to trick these victims. There were also some victims who desired to go abroad and who took pride in working in Thailand.

In general, poor people from many Cambodian provinces migrated to Thailand because they expected to earn a lot of money to remit home and sometimes they were attracted by the stories of former migrants who told them that Thailand was the place to earn a lot of money.

Case Study #4: Mr. Savien

"I was 18 years old and came from a poor family. One day I saw my neighbour leave for Thailand for work. He came back with new clothes, new jewellery and then I started to want to go there. I also wanted to visit a foreign and modern country like Thailand as my village was in a rural area."

Case Study #5: Mr. Vanna

"I was 19 years old, I was transported to Thailand to work as a mango and watermelon distributor. Before I went there, my neighbor told me about the job opportunities in Thailand and that I could earn money from 25,000R to 30,000R (US$6 to US$8) per day, He said that if I was interested, he would recommend me to go there. After I heard that I was so happy and willing to go because my family was living in poor conditions and I needed to earn some money to support the family. I also wanted to know more about Thailand. However, when I was there, I was exploited by working as a melon market distributor. The employer promised me that he would pay all my monthly salary after I went home but he never did."

As mentioned earlier, the socio-economic imbalance among countries is among the main causes of regular and irregular migration and it is closely related to human trafficking activities. In terms of GDP per capita, in 2008 Cambodia's was US$ 690 while Thailand's was US$ 4,134. Thailand has an economic growth higher than Cambodia's (Economics Today, 2008). The strong economic growth is a result of the large number of labourers brought in to assist in development, in particular, unskilled labour from neighbouring countries. According to the Asian Migration Centre (2002), after the Asian Economic Crisis in 1997, changes in Thailand's industrial and economic policies contributed to rapid growth of Thailand's low-wage economic sectors. These industries needed large numbers of unskilled, cheap, and hard-working labourers (Archavanitkut, 1998) to do jobs that were disorderly, dirty and dangerous ('3D's) – i.e. jobs shunned by Thai people. Moreover, the prospering sex tourism constituted a part of the country's economic development policies (Piper, 2005). It is hence difficult for Thailand to address this problem due to the significant benefits that such industries have brought for its economic growth. Even so, Thailand would have to increase collaboration with its neighbours to address such exploitation. Other evidence have shown that the number of Cambodian

trafficked into Thailand declined from the year 2006 to 2007 - 186 trafficked in 2005, 252 trafficked in 2006 and 106 trafficked in 2007 (UNIAP, 2008). This decline however came about during a period of political turmoil in Thailand. Given the difficulty in locating victims of human trafficking, some have argued that it is easier to identify victims who work on the streets but more difficult to identify those who worked from other places, shops and houses, in particular victims working in the forced sex trade.

3- The Victims of Forced Migration

Table 2:

Is it voluntary or involuntary?	Who forced you to migrate?	Who were you going with?		
		Close relative	Broker	Aunt
Voluntary: 87%		20%	43%	23%
Involuntary: 13%	Mother	7%	7%	
Total : 100%		27%	50%	23%

Sexual and labour exploitation are not only against human rights and human dignity but are also considered criminal offenses in the 21st century. In general, the victim is forced to earn money with inadequate rest and food, making it akin to slavery. Sometimes they are constantly threatened with beatings or death if they disobey orders. Twenty-two percent of the victims said they were forced to work long hours and had inadequate food and rest. In addition, the girls who worked in karaoke shops in Thailand were forced into prostitution. Other migrants felt that they were poorly paid. Fifty-four percent of the returning victims from Thailand and Vietnam said they worked with inadequate salaries since their employers reneged on their employment promises while 20 percent had their salaries controlled by trafficking brokers.

Case Study #6

"Ms. Pheada who was trafficked to Vietnam by a broker was forced to beg for money and sell flowers. She was there for almost six months without news from her family. In order to earn lots of money, the broker provided her inadequate food to make her look starved and thin to attract donors. She was forced to earn an amount of money the broker had set from 5am to night time."

Case Study #7

"According to LICADHO, the four Cambodians from the poor family were tricked by a broker to work in a deep sea fishing boat. The broker told them that they will be paid between 4,000R to 5,000R baht per month (US$ 120-150). And they were told that they could borrow US$ 250 to send back home before boarding the boat. There they were forced to work day and night without adequate rest and food. And the Thai captain constantly threatened to beat or throw anyone who disobeyed orders overboard."

According to Table 2, 87 percent of the victims were voluntary migrants while 14 percent said that their mothers forced them to go with close relatives and brokers in exchange for monthly salaries. 100 percent of the returning victims responded also that the authorities did not take measures to punish the traffickers and accomplices such as parents, siblings and other close relatives.

Currently the social work departments are only restricted to provinces while there are still limited district departments in communes and villages. The awareness among commune councils and heads of villages therefore needs to be raised so as to deepen their understanding of human trafficking issues. The traffickers were often closely related to the families, siblings and other close relatives, neighbour as well as fellow villagers. They victimised their own children, nephews, and relatives. Sometimes the local authorities and commune councils are aware of this fact but they did not seem to take these issues seriously. There is also a lack of collaboration between local communities and village authorities to punish the traffickers.

Given the severity of the problem, states have to strengthen their policies and commit to their regional and bilateral agreements. States have to boost their cooperation, strengthen the official capacities of the authorities and provide legal assistance to victims.

4- International and Local NGOs' Efforts in Addressing Human Trafficking

With regard to the roles of IOs, the United Nations Inter-Agency Project (UNIAP) organised a project to combat human trafficking in the GMS. The UNIAP was established in 2000 with a mandate to strengthen coordination in the fight against trafficking while simultaneously implementing programmes in prevention, repatriation, rehabilitation and law enforcement. Regionally, the UNIAP brings together six governments, 13 UN agencies and a range of local and international NGOs. It fulfils the secretariat function for the commitment under the MOU COMMIT which includes: facilitating communication between countries, coordination with

other interested parties, technical assistance, and financial support for COMMIT activities (UNIAP).

The four programme areas of UNIAP are:

1- Building the knowledge base on human trafficking in the GMS
2- Strategic analysis and priority setting
3- Targeted interventions and research
4- Advocacy.

It should be taken into account why those victims were easily trafficked into Thailand and Vietnam. The UNAIP has to reinforce monitoring and assessment measures to strengthen the collaboration between states in the region by building up the authorities' capacities for border control and cooperation among the governments in the region and also with civil society and promote collaboration between authorities in both source and destination countries.

The International Organization for Migration (IOM) is an intergovernmental body, which works with the international community to address the problems of migration. IOM carries out work in six areas namely assisted returns, counter-trafficking, migration health, organised transfer, mass information campaigns, and technical cooperation. In Cambodia, the IOM works with a broad focus to address human exploitation and trafficking. In collaboration with the government, NGOs, and IOs, IOM works under a mandate to address vulnerable and exploited groups. IOM expanded the project to include victims on Protection, Prevention and Prosecution Policy. As of now, the IOM is working with local NGOs (LNGOs), MoSAVYR and MoWA to provide victims with training for income generation. Regarding the activities, IOM should extend their project budgets to local NGOs to make ensure that the latter can sustain their activities to help families and victims. Also, the IOM should propose that the government lobby the private sector to collaborate with LNGOs. In addition, the IOM should monitor and assess follow-ups to the Protection and Prevention Policy. The IOM funding is not so responsive and accountable to particular basic family needs and it seems only to please donors since the funding only goes to families with expected successful outcomes due to the wish for a successful project.

There are many NGOs like AFESIP, CWCC, Damok Toek Poipet, and CCPCR working on the reintegration programme in order to repatriate victims to their families or communities,

workplaces and so on. Under their reintegration programmes are shelter services, counselling, medical assistance with free clinics, literacy improvement, access to vocational training and employment programmes, life skills, and legal assistance. The period of rehabilitation programme set by the NGOs range from six months to one year prior to reintegration with families, communities and workplaces. Within the reintegration programme, NGOs would provide one month of financial support, food and accommodation while the follow up spans one year from the time reintegration begins to before closing the cases.

According to its report in 2007, the Cambodian Women Crisis Centre had received 64 (55 at risk and nine victims) students who attended the opening ceremony along with a representative from MoSAVYR and MoWA in the head of the commune council, student's parents, NGOs and CWCC staffs. In its first activities CWCC received enrolment from the community (age 13-25 years old) to learn craft work, sewing, mat weaving, bags sewing and to attend cooking classes. Out of the total of nine victims, four graduates worked as craft work sewers at a craft shop in Kompong Svay commune. The CWCC conducted a follow up by visiting those girls in order to ensure that they remain employed. The staff found the girls happy to work to earn income to support themselves and their families despite the initial low wages. On the 15th of November 2007, the staff went to visit these four graduates again and found out that their incomes had improved. The staff gave advice to them to remain employed and to work towards improving their living income (CWCC 2007).

In the 2008 CCPCR report, presently the maximum number of beneficiaries housed at the shelter is 40 victims, and the project currently aims to assist approximately 60 victims. CCPCR provide skills training and non-formal education through vocational training and employment which includes sewing, weaving, and basic computing, which are held on site at the shelter. Other skills available off-site include hairdressing, motor, car and electronic repairs. Beside these activities, there were also plans to conduct agricultural programmes to educate clients in the basic practical agricultural skills including the cultivation of fruits and vegetables (Salad items, eggplant, potato, onion, soy bean, cucumber, cabbage, watermelon, mushroom, etc), as well as the proper way of using fertilisers and alternative pest management techniques. However, CCPCR requires a bigger budget and skilled trainers to conduct this programme. Also, CCPCR has halfway houses for the victims who cannot be reintegrated to families and communities, or who do not want to work under oppressive garment factories or companies but wish to be self-employed or form groups to run small

business, whereby CCPCR provides both financial and technical support to clients which can be less than US$ 125 (CCPCR, 2008).

4-1- Job skills training for sheltered victims:

NGOs have been conducting rehabilitation programmes to provide skills training and employment to ensure that victims can access various options for income generation after reintegration within their families, communities or workplaces.

Table 3:

Vocational Training	Female	Male	**Job Expectation**	Female	Male
Sewing	75%	29%	Garment worker	38%	21%
Electronics	0%	7%	Electronics repairer	0%	7%
Beauty salon	25%	0%	Beauty salon shop	25%	0%
Haircutting	0%	21%	Haircutter	0%	21%
Car repairer	0%	7%	Car repairer	0%	7%
Motorcycle repair	0%	36%	Motorcycle repairer	0%	36%
English	25%	0%	Tailor shop	38%	7%
Khmer literature	88%	29%	Total	16	14
Total:	16	14			

The reintegration programme provides victims with the ability to deal with stigmatisation, acquire job skills and employment, health care, educational support, as well as food and accommodation. The skills training plays a very important role and it is through the crucial concept of reintegration that victims can access potential employment for better living and income conditions, before being placed back in their workplaces or half-way houses for victims who wish to be self-employed, as well as family communities. More importantly, NGOs have to look into needs assessment, market and job surveys and negotiate with industrial players to accept and provide proper income for the reintegration victims. With respect to job training activities the following training skill careers are as follows:

- 75 percent of the females and 29 percent of males are trained in sewing and would expect to work in garment factories or run small businesses such as tailor shops after the programme;
- 25 percent of the females acquired beauty salon skills and they hope to run their own businesses after the programme;

- 36 percent of the males are equipped with motorcycle repairing skills, 21 percent in haircutting, 7 percent in car repairing and they hope to work in their respective vocations at the end of the rehabilitation programme.

Before implementing the rehabilitation programme, NGOs did not look into the details of needs assessment of victims in designating them to particular training jobs. Twenty five percent of the victims have been learning sewing skills but their experiences were not so good; they are not good at it. They fear that after the programme they cannot apply their skills. In fact, clients want to learn beauty salon skills. However, NGOs had to turn down their requests due to limited training space and funding to support beauty salon classes in Phnom Penh for the year.

Case Study #8

The males trained in sewing skills said "Our practice is not going so well because it is not our talent. In fact I want to learn electronics repairing and one of my mates wants to learn motor repairing but we could not achieve our purpose due to the budget constraints of the NGOs."

Even though most of them are happy to have a chance to participate in the job training programmes provided by the NGOs, meeting the needs of the rehabilitating victims remains limited. The NGOs' budgets should extend further to meet the clients' needs assessment. NGOs should look not only into the guidelines but also into the needs of the job market with high incomes, in order to ensure the project stays in line with reasonable income levels for the reintegration victims. Also the capacity building abilities of the NGO staff should be strengthened so as to properly survey the market before reintegrating the clients. In addition the interviewees have requested NGOs to follow up by supporting them until they can get proper jobs with adequate salaries and even suggested to NGOs to help their families. Cambodian culture perceives family as a very important aspect of life.

In order to ensure that the reintegration programme remains successful, NGOs should also look into helping the victims' families because this research has found that the victims are mostly from the impoverished families and isolated places from the rural areas. In order to help their families, NGOs should provide skills training and micro-finance support with low interest rates for them to run small-medium businesses. People in rural areas have hardly any access to formal credits with low interest rates. The

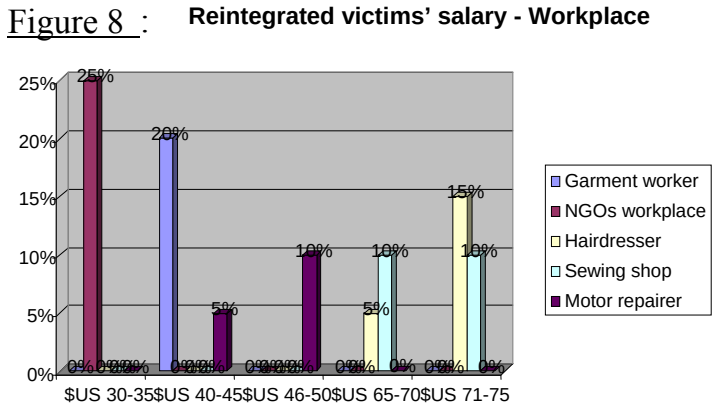
widespread informal market which charges high interest rates at around 10 to 15 percent per month highlights the need for rural credit in Cambodia (NPRS, 2003-2005).

Moreover, NGOs should work with other NGOs to find various options to raise the awareness among rural people in terms of promoting the "one village one product" idea in order to sustain food security for the poor rural household, where food insecurity and poverty are closely linked. Importantly, NGOs can advocate government bodies to help rural people access skills, education, water, land and road infrastructure to raise the productivity marketing in order to improve the standards of living, whereby the state plays a very important role to help those vulnerable families.

4-2- Reintegrating victims:

Many factors have contributed to successful reintegration of the trafficking victims and among those things income generation is considered the most important. The NGOs' role is not just to complete the project in a bid to please the donors but they have to do more in terms of searching the market, job market requirements, and potential employment with the proper salary. They have to work closely with industrial players in order to place clients into suitable jobs. In addition, NGOs should look into the rural clients' communities to see how the clients and their families can be involved in generating income in their own rural hometowns. NGOs have to advocate for these initiatives and work with the government to find the solutions to the problems.

Figure 8 :



There are three kinds of jobs in which NGOs have placed most reintegrated victims in

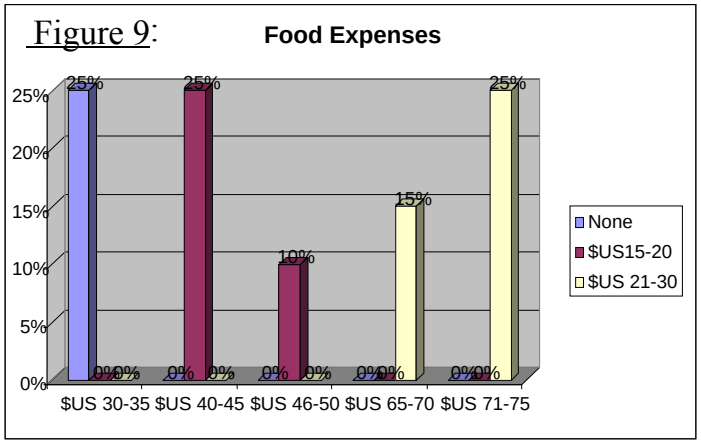
1- NGOs' business places

2- Garment factories, and

3- The so-called half-way house programmes to work for tailor shops, hairdressers and motorcycle repairers.

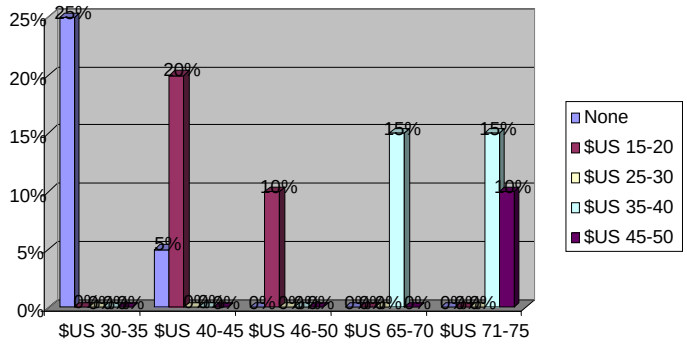
NGOs are playing crucial roles in helping victims on behalf of the government but not for the entire country, only for their very limited target areas. In addition, NGOs have to report, collaborate and work together with the Ministry of Social Affairs. However, the ministry does not have the jurisdiction to intervene in the clients' employment, so NGOs have to play a role to find employment for them. Yet, it is difficult for NGOs to contact workplaces since they sometimes get negative replies for job vacancies. Moreover, the study has revealed that the workplaces do not have positive impact on the reintegrated clients in improving their living conditions as the salaries are still low for the garment factory worker, for instance.

Figure 8, 9 and 10 show that 20 percent of the reintegration clients had been employed as garment workers who get monthly salaries ranging from US$ 40-45, in which they spend monthly US$ 15 to US$ 20 for food and US$ 15 to US$ 20 for accommodation, excluding health care services and the family visits four times per year.



Therefore, the issue at hand is how to ensure that they are able to survive on their wages. Twenty percent of the respondents said the accommodation provided was not so comfortable, salaries were still low and that they had to spend money on food and accommodation with the remaining sum to support their families. However, 80 percent said they were happy to stay there.

Figure 10 : **Reintegrated Victims' Accommodation**



Case Study #9

Ms. Theary said "I was placed to work here as a garment worker in early 2008. For the first month I was here, the NGOs had supported me for food and accommodation. In here I got US$45 salary for the job and in fact there are some months I have a chance to earn US$20 more for overtime but as you may know my fixed salary cannot support my living here in particular. I still get news from my house, the family is still poor. Sometimes I feel I want to return home to find other jobs in my community. It is the best way to stay with the family".

With respect to the 2006 Declaration of MoSAVYR, the minimum garment worker wage should be US$ 50. The declaration has applied to industrial employees too.

Mr. Ath Thnon Coalition of Cambodia Apparel Worker Democratic Union

"The garment worker monthly wage includes food, transportation, commodities and social needs. The salary should be US$ 88.75 per month."

Owners of the accommodation said that year the NGOs had sent approximately 20 reintegrated victims to stay there but now only eight are here and others had left without notice. Therefore, NGOs lack evaluation and follow-up measures to ensure that the victims sustain themselves with their income.

In the reintegration process NGOs provide financial support for only one month which includes food and accommodation. From the second month onwards the financial support programme is closed and the victims have had to be responsible for their own finances, although the follow-up is carried out for one year before the cases are closed.

Figures 8, 9 and 10 showed that the low salaries applied not only to the garment workers but also to those working at NGOs' workplaces. They paid US$ 30 to US$ 35 as salaries and provided food and accommodation. But these amounts are not sufficient to sustain their livelihood. The NGOs should not only complete the project so as to please the

donors but they have to find possible ways to award proper salaries in terms of high-level special skills to meet potential employment. Moreover, 15 percent of the whole are happy to be there being employed by NGOs' businesses. However, 10 percent of them are not happy and they want to receive higher salaries, and had requested NGOs to increase their income.

With regards to the concept of half-way houses, NGOs have conducted programmes for victims who wish to be self-employed or form small groups to run small businesses. The finding showed that 10 percent of the tailor shops have earned US$ 65 to US$ 70 per month with their food expenses ranging from US$ 21 to US$ 30 and accommodation expenses from US$ 35 to US$ 40. Another 10 percent of the tailor shops could earn between US$ 71 to US$ 75 with their food expenses ranging from US$ 21 to US$ 30 and accommodation expenses at US$ 45 to US$ 50. Fifteen percent of the reintegrated clients-turned-hairdressers have earned US$ 71 to US$ 75 with food expenses ranging from US$ 21 to US$ 30 and accommodation expenses ranging from US$ 35 to US$ 40.

In the half-way house programme, the income is higher than workplaces such as NGOs' business places and garment factories. However they still find it had to meet profit margins due to the poor location of the places. The NGOs programme could not provide them with lucrative market place areas such as economic and tourist venues. Moreover, there is inadequate financial support for them as it ceases a month after reintegration. The follow-up should be for the long run until clients can sustain their income generation, in which the budget could extend to provide long-term shelter centres to meet higher-quality skills and the project should look into supporting the victims' families. If the support is still limited to the organisation's project guidelines, the victims and their families would still face income difficulties and as a result the reintegration process would not succeed.

Case Study #10

Ms. Thida said, "Presently I am running a small tailor shop business after I completed the rehabilitation programme with the NGO. My net income is not enough to sustain and at some months the business is not making profits. In fact, if I had business in crowded markets and tourist places like Phnom Penh, Siem Reap and Sihanuok Ville I think the earnings would improve then but from the beginning NGOs could not provide a place there so I have no choice other than to run it in my province".

5- The Cambodian Government's Efforts in Addressing Human Trafficking

The government had done much in terms of agreements against human trafficking and criminal crimes in adherence to the UN, regions and states concerned. There are plenty of measures and activities to deal with and to assist the victims but apparently not much had been done in reality. Many factors have contributed to successful reintegration and among those things, income generation is considered most important. The government has failed to effectively assist victims to generate their income due to a lack of financial support or available credit loans. In addition, the government lacks the budget to provide shelter for the victims to rehabilitate prior to reintegrating them back into their respective communities.

5-1- Framework Agreement to combat Human Trafficking with other countries

Human trafficking is a deep concern at global, regional and state level. It is a multi-pronged issue related to the problems of human rights and human dignity, HIV/AIDS (as some female victims were forced into commercial sex and prostitution), as well as the problems of state security, as posed by organised criminal acts such as smuggling of narcotics, small arms and money laundering. Therefore, intervention and policies are needed to address human trafficking. It is noted that the UN protocol, regional and state commitments have been concerned with the need for Protection, Prevention and Prosecution. Protection plays a very important role throughout the reintegration programme. Many factors have contributed to the successful reintegration of victims and among them, job training and employment are considered vital to help victims access various options to meet income generation after the reintegration programme. However, job training and employment should look into more of the details and not only in line with the policies. If the job training fails to help them, the reintegration process will not succeed.

The reintegration process should also move beyond re-unifying the victims with their former lives but also to fulfil the seven criteria set by the Asia Foundation. In addition to these seven criteria the root cause of human trafficking should also be looked into, namely poverty as a result of the lack of education, landlessness, joblessness and disillusionment with the resident communities. In this regard, the research would like to highlight the following:

1- Reintegration would be of real benefit to trafficked victims if it includes assistance to the victims' families, who play a central role in the lives of the victims.

2- If the reintegration is not really helpful in so far that the root cause of human trafficking still remain, then the reintegration process will not succeed.

In December 2005, Cambodia ratified the UN Convention against Transnational Organised Crime and in January 2006 Cambodia ratified the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children. In Article 6, Chapter II of the UN Protocol regarding Assistance to and Protection of victims of trafficking in persons, Clause 2 specifies court information to assist victims to present criminal proceeding against offenders; Clause 3 stipulates medical, psychological and material assistance, employment, educational and training opportunities to be provided to victims of human trafficking. Also, in Chapter III regarding Prevention, Cooperation and Other Measures, Article 9 states that prevention of trafficking in persons should be conducted in a way to protect victims and those vulnerable to trafficking, such as poverty, underdevelopment and lack of equal opportunity; Article 10 is about information exchange and training; Article 11 deals with border measures; Article 12 is about security and control documents and Article 13 deals with legitimacy and validity of documents.[1]

On 29 November 2004, Cambodia acceded to an ASEAN framework namely the Treaty on Mutual Legal Assistance in Criminal Matters. The purpose of this is to strengthen the effectiveness of states authorities in implementing laws such as prevention, investigation, prosecution of criminal cases, cooperation as well as mutual legal assistance in criminal matters (ASEAN, 2004).

Within the GMS, in order to address human trafficking, the six member countries including Cambodia have jointly signed the Memorandum of Understanding (MoU) on Cooperation against Trafficking in Persons in the Greater Mekong Sub-region on 29 October 2004. The MoU contains 34 specific commitments in the areas of: Policy and Cooperation; preventive measures; legal frameworks; law enforcement and justice; protection, recovery and reintegration; and mechanisms for implementation, monitoring, and evaluation (MoU, 2004). In support of the commitments under the MoU, each of the six COMMIT countries has developed a Sub-Regional Plan of action (SPA) initially covering the period 2005-2007. This

[1] For more details please refer to the UN Protocol to Prevent, Suppress and Punish Trafficking in Person pp. 3, 4, and 5.

has been formally agreed on among the GMS governments and serves to transform the MoU commitments into action.

The SPA comprises of 11 areas of intervention and one area of management. The two areas of intervention directly related to reintegration are Article 7: Post-harm Support and Reintegration and Article 9: Economic and Social Support for Victims (UNAIP report, 2007). The proposal on post-harm support and reintegration is one of the 11 COMMIT priority areas. Its aim is to raise the level and quality of support and services provided to victims of human trafficking. The proposed activities are related to the reintegration policy and under this proposal, the project is "expected to develop a clear consensus among the governments on post-harm support and services that shall be provided to victims of human trafficking in order to enhance the likelihood of successful recovery and reintegration" (UNAIP report, 2007).

With respect to bilateral cooperation, Cambodia and Thailand acceded to the Memorandum of Understanding on Bilateral Cooperation for eliminating trafficking in Children and Women and Assisting victims of trafficking. The MoU contains 22 articles in the areas of: Scope of the Memorandum; Definition; Prevention measures; Protection of trafficked children and women; Cooperation in suppression of trafficking in persons and women; Repatriation; Reintegration; Joint Task Force; and Final provisions (MoU, 31 May 2003). And on 6 May 1998, Cambodia and Thailand joined the treaty on extradition to promote collaboration effectiveness to combat criminal acts.

Cambodia and Vietnam also agreed bilaterally to cooperate in eliminating the trafficking of women and children and in assisting victims of trafficking. The agreement contains 13 articles in the areas of: general provisions, preventive measures, protection of victims of trafficking, cooperation in suppression of trafficking in women and children, and repatriation and reintegration (Bilateral agreement, 2005). On 14 March 1997 Cambodia and Vietnam conducted a bilateral agreement to prevent and to combat criminal offences.

Cambodia had extended its efforts to do more to collaborate with such countries as China and Laos by ratifying the treaty on extradition with the purpose of strengthening collaboration to effectively combat crimes, with respect to mutual sovereign equality and mutual benefit (Cambodia-China, 9 February 1999; Cambodia-Laos, 21 October 1999).

Despite these measures and policies, 100 percent of the returning victims have said that they were transported and trafficked as irregular migrants. It seemed to be easy for the negotiator, facilitator and broker to traffic people from one place to another without being checked at border controls. Hence, these states have to strengthen the institutional mechanisms and the authorities' capacity to combat these problems. Moreover, unofficial border checkpoints such as jungle roads have to be monitored and there should also be collaboration in the exchange of information, legal coordination and law enforcement.

5-2- National Response to Human Trafficking:

Cambodia has established the National Task Force (NTF) to commit itself to the regional MOU agreement on the elimination of trafficking of persons and providing assistance for the victims of trafficking. The stakeholders of fight against human trafficking are the government, donors and NGOs. The NTF consists of 10 articles; Article 7 of the NTF states that the permanent secretariat is placed at the Ministry of Women's Affairs; Article 8 provides the need for greater collaboration between existing municipal/province-level working groups; Article 9 constitutes the implementation of the MoU and Agreement between Cambodia and Thailand as well as Vietnam (NTF, March 2006).

The two ministries play highly important roles in helping the victims throughout the reintegration programme. MoSAVYR, with a funding support from the IOM, is working on a protection policy to provide the victims with identification, rescue, safe repatriation, rehabilitation and reintegration with skills, medical, legal, psychological, education and vocational training, family tracing assessment, reintegration with working place and family. The ministry notes that closing cases for post-reintegration can be done when the following conditions are met:-

1- The children or victims continue to stay in the reintegration workplace, families and communities and working beyond a one-year period.
2- The child or victim dies.
3- The family moves to where they could not be traced.
4- The child or victim runs away from the shelter, family or community (MoSAVYR, 2005). In fact, MoSAVYR operates two temporary shelters for victims but it lacks sufficient budget. Hence it relies on NGOs to provide shelter and other services to

those who have been trafficked into labour and sexual exploitation. The social work of the women affairs provincial department is to monitor the situation of reintegrated victims. However an insufficient budget has impeded this and thus social support is rarely given (Vijghen and Jeronimous, 2007).

In 2007, MoSAVYR worked with Thailand and agreed to build the Poi Pet transit shelter for transit and for receiving Cambodian victims from Thailand. The ministry has created a working group to follow up on the victims who had stayed in NGOs' rehabilitating shelters. As a result 949 male and 1,307 female victims were followed up (internal and external). The ministry and provincial department have been regularly meeting once every two months with the victims' support agency discussing the process of the rehabilitation and the follow-ups. MoSAVYR is still supported technically and financially by UNICEF and IOM (Department of Social Welfare, Anti-Trafficking and Reintegration Office report, 2007).

The MoWA is working on the prevention of trafficking. Its activities are implemented across the country, mainly in areas where cases of trafficking have originated from. These activities include awareness-raising campaigns on human trafficking and safe migration, education and capacity building, creation of child protection networks, poverty alleviation and disaster response projects through micro-credit processes. Within the region, MoWA also seeks to put into place laws, policies, bilateral and multilateral agreements with other countries that support a legal response and improved services for trafficking victims. Through these projects, the ministry gets funding from USAID and from the Ministry of Foreign Affairs of Finland. In addition, MoWA has conducted a five-year strategic plan titled 'Neary Rattanak II' covering the period 2005-2009 (MoWA, 2004). The key areas focus on:

- Enhancing participation of women in economic development.
- The right to legal protection enabling women to avoid domestic violence, trafficking, rape and all other forms of violence.
- Women's and girls' right to health care.
- Important participation of women at all levels in the institutions of governance.

In the MoWA's report for January-September 2008, it is noted that a Family Supporting Foundation and Saving Foundation has been established since 2007 with support from IOM. With the latter's support, the ministry has been able to assist 271 families in 10 villages in Svay Rieng province – who are most at risk of being trafficked - with a total sum of

36,600,000R (US$ 8,927). As stipulated in the Family Supporting Foundation Policy, a family is able to receive a sum of 100,000R (US$ 25) to 200,000 (US$ 50).

According to the Saving Foundation, the ministry has supported two indigenous families by building houses for a total cost of 3,596,000R (US$ 880) and providing academic materials and bicycles to 17 poor students for a total sum of 1,849,000R (US$ 450). The fund is currently run by the Provincial Department of Women Affairs. At Banteay Meanchey, MoWA has worked with 10 villages of Serey Saupon and Orchhrov districts to support the Poi Pet transit shelter to assist victims that were trafficked into Thailand.

Despite these government measures to assist the victims, they did not do much in reality and the efforts are still merely paperwork. The government has failed to assist the victims to commence their income generation due to the lack of financial support or credit loans. The lack of budget leads to very few government shelters being built and this is inadequate for the rehabilitation of victims prior to reintegrating them back into their respective communities. As such, greater reliance has been placed on NGOs to provide shelter and other services to the victims.

IV- Recommendations

A number of factors have contributed to successful reintegration and among those things, job training and employment are considered vital in helping victims access the various income options after going through the reintegration programme. However, greater detail must be thought through in enhancing the quality of job training and employment opportunities. The failure to provide sufficient job training will result in the failure of reintegration. If reintegration were really helpful it would be capable of assisting victims to live better lives and could also contribute towards helping their families. Recommendations here will be made with regard to NGOs and the government of Cambodia. The former plays a crucial role in helping the victims, especially where government initiatives are lacking. Nevertheless, the work of the NGOs must be complemented with an active state control and support system.

Non-governmental organisations

Presently NGOs are playing crucial roles in helping the victims on behalf of the government by supporting victims of human trafficking in terms of job training and employment. However, this support is limited to specific targeted areas, and not the entire country. It is, nevertheless, commendable that NGOs are providing skills to victims as compared to the past

when victims were relatively unskilled and jobless before being trafficked. With these skills, they are able to have jobs with regular income.

Whatever the rate of success, the reintegration process should also look into sustaining reasonable incomes and living conditions, not just focus on project guidelines. Specifically:-

1- (a) NGOs have to expand their budgets to meet the basic needs of the reintegration programmes. If the NGOs' budgets remain limited they would not be able to help victims by providing basic needs and hence reintegration programmes would not succeed. The victims' requirement is to receive well-paid jobs, an issue that NGOs should look prior to implementing a rehabilitation programme.

- (b) NGOs also need to effectively match the job skills being trained to the victims' talents in order to ensure that they could satisfactorily learn the skills provided by NGOs, which also can help them to quickly upgrade any specific skills. Moreover, NGOs should promote victims' willingness to express their concerns on the jobs from which they want to earn money from.
- (c) Market place surveys and analyses under half-way house programmes should also be in line with rehabilitation programmes by placing them in economic and tourist venues with financial support until they can sustain income generation.
- Job market searching would be a significant way of meeting job market requirements to help victims meet potential employment with proper salaries.

2- Vocational training can also help victims to gradually adapt to the working environment and can help trainees meet potential employers. While NGOs are currently conducting short-term training from six months to one year, the problem lies in the fact that the victims' income could not be sustained after reintegration. Therefore, NGOs should provide long and mid-term programmes with higher specific skills for vocational training in order to place their clients in good positions with higher salaries.

3- While the short-term programmes can still be utilised, NGOs should also seek to update their methodologies in order to provide victims with modern skills training. For example, modern sewing skills which teach rehabilitating victims techniques from creating new-style textiles to popular clothes in line with market and job placements, that after the training they will be provided with better job prospects.

4- NGOs are not just to provide victims with skills training but also access to new information technologies, and trade and business management. More importantly, NGOs should encourage victims to join trade unions in order to learn about labour legislation, and their rights and responsibilities in the working environment.

5- NGOs have provided one-month financial support and one-year follow ups before closing cases. However, often the victims' incomes could not be sustained and the funding is finished by the first month. Thus, NGOs should not define the period of the support but should keep supporting them with income earnings before closing the cases.

6- Presently, NGOs conduct job searches for victims following the rehabilitation programmes. Hence it is good that the victims still obtain support from NGOs in their workplaces. However, the victims should be encouraged to choose the company they prefer to work in. NGOs can promote target groups to share information on job opportunities for victims in new workplaces and then allow them to make their own choices on where to apply for jobs.

7- In addition, NGOs should promote target group sharing to disseminate information on the risks associated with migration and to promote local job preferences. More importantly, the victims should be patient and understand that their current jobs do not depend on the destination countries. Compared to the past, they now have skills and salaries. Even though the salary is low, at least they are no longer trafficking victims.

8- The reintegration programmes train victims to become garment factory workers with salaries as low as US$ 45. This however is not enough to cover their expenses including rental fees, meals, health care, clothes and others. Therefore NGOs need to work closely with workers' unions to negotiate with employers - with intervention from the Ministry of Social Affairs - to provide sufficient wages for workers. The employers should consider creating incentives for the workers in order to increase productivity. One important thing is that NGOs and companies should be encouraged to sign agreements, which regulate that the costs of the trainings and payments to trainees are covered by the NGOs during the training period. At the end of the training period, companies would be required to accept the trainees as employees.

9- NGOs should also extend the job training to the victims' families such providing agricultural and cattle-raising skills. After acquiring these important skills, micro-credit should be provided with low or no interest to help them run small and medium businesses in order to support their livelihoods. Moreover, NGOs have to work closely with the government to address the current and concerned issues of concern faced by the victims and their families.

Government of Cambodia

The government has plenty of measures to assist the victims but many of which did not materialise in reality. The constraint facing the government is limited funding from the donor communities. In fact, the government has operated only two long-term shelters, of which operations are faltering due to its limited budget. As such, the government has to rely on NGOs to conduct their activities. Social work is supposed to be performed by the provincial department of the MoWA to monitor the situation of reintegrated victims, but due to the limited budget, adequate social support is rarely given. Moreover, NGOs' duties only span a few areas and not the entire country. In light of this, while NGOs have provided job training skills to victims to ensure successful reintegration, they still need to collaborate with and require intervention from the government to facilitate better jobs and income prospects for the rehabilitating victims. This is because the government will have the leverage to influence industrial players to accept victims as employees.

1- The Cambodian government should play a greater role in encouraging the private sector to work together with NGOs. Insurance costs and payments to trainees are currently covered by NGOs. At the end of the training period the company is required to accept the victims as employees. More importantly, the government, NGOs and private sector must collaborate with one another.

   Presently NGOs have provided shelters to conduct skills training. The government can thus propose to the private sector to engage in corporate social responsibility by providing support to the victims in terms of financial and job vacancies. The benefits for employers would be better-skilled workers and their contributions to corporate social responsibility.

2- The creation of effective community management is another crucial way to deal with the problems of human trafficking at the grassroots level. The local communities and local

government (local authorities, civil society, and private sector) could work together to address these issues; local communities are in the best position to deal with the root cause of human trafficking.

The lesson learnt in Phayao province in Thailand

In Thailand, Phayao province created a community-level network to work closely with NGOs while the government provides the support. The government handed activities to the provincial government steering committee to cover more areas. Through this, the provincial and local communities created a village volunteer team to monitor the problem of human trafficking in communities. The provincial teams also conducted field trips to follow up on the situation in communities to discuss and find out more from the communities concerned. If the provincial authorities encountered a problem such as the need to improve infrastructure, irrigation for agriculture or improving the quality of village products, the report will be delivered to the government and then the government would take action to implement; it helps the real vulnerable victims (ILO, 2005).

3- Moreover, the government should identify the minimum wage of the workers as espoused in the ILO Convention. The Cambodian government is one of the 182 signatories to the ILO Convention. Through the ILO Convention, Cambodia ratified and set the Labour Law which stipulated in Article 104 that workers should receive proper salaries for their living conditions. US$ 50 is not enough to cover their expenses including rental fees, meals, health care, clothes and others. Increasingly, inflation is a major issue that workers are encountering (Economics Today, 2008). From January to June 2008 Cambodia's inflation rate was 22 percent.

Reintegration is an important aspect to help victims before placing them back into the society. It is not just to re-unify them with their former lives but it should also look into seven criteria set by the Asia Foundation, one of which is having job training and employment. However, these activities have to be looked into more detail beyond policy. If the job training fails to help, the reintegration process will not succeed. In addition, reintegration should resolve the problems faced by the victims and their families, especially in addressing the root cause of human trafficking. If the reintegration is not really helpful and the root cause of human trafficking still remains, reintegration will not succeed. Therefore reintegration should look into the root cause of human trafficking.

4- As mentioned earlier, most of the victims possess low levels of education. Education is therefore the main human resource development component needed to improve Cambodia's potential for economic growth. Education should be presented to the young generation in such a way that low education is linked to issues related to poverty and other negative consequences to life and household income in the future. According to the National Economic Development (NED) Policy document 2001-2005, the root cause of poverty was the result of the low levels of education in which the Human Development Index for Cambodia was only 0.52 in the low HDI range, ranking only 136 out of 174 countries (NED, 2001-2005). Education should also include job orientation that applies in parallel with the present job market needs, especially for those living in rural areas.

5- The government also plays an important role in improving job opportunities. The current rate of job creation does not support the increasing labour supply. 150,000 to 175,000 people join the labour force annually and this is expected to increase to over 200,000 by 2010 (UNAIP, 2008). Sometimes, the narrow gap of job placement has led the poor to work long hours for meagre remuneration. According to the ILO, job creation and improved working conditions are keys to reduce poverty. Improving job opportunities can thus be done by enhancing private sector initiatives such as developing and expanding exports.

6- However, according to Dr. Chap Sothearith, Director of the Cambodian Institute for Cooperation and Peace, the demand for local construction labour demand is increasing in recent years. Rural Cambodians have unfortunately not realized this opportunity due to their lack of information. Given this, it is therefore imperative for the government to work with the private sector, NGOs and local communities to disseminate information to the people via television, radio, council communities and villagers in order to reach out to the rural and vulnerable job seekers. In particular, the Ministry of Social Affairs should create a Job Creation Centre for the unemployed and, if possible, provide temporary food and accommodation for job seekers, especially for those from the rural regions of Cambodia.

7- According to the findings, the most affected were the rural farmers because of the landlessness brought about by poverty. According to the World Bank, in 2007 71 percent of the Cambodian population based their livelihood on the agricultural sector, in which 71 percent of the respondents lamented having no land for farming. It is an important issue that the state has to address through the land management policy to answer the real basic

needs of vulnerable families. Those who possessed land have the problem of unfertilised and poor quality soil and land, particularly in communities where natural disasters such as droughts and flooding often occur. The government also has to intervene to build irrigation systems in order to promote agricultural productivity for income generation. Moreover, their communities have limited road infrastructure and are largely isolated from other parts of Cambodia. The agricultural product needs an effective transport/communication system to facilitate their sale in the market. Such social infrastructure has to be built to connect the rural community to central market places. In addition, one organisation known as the Cambodian Centre for Study and Development in Agriculture (CEDAC) has been actively promoting Cambodian agricultural productivity (Geographical Indication Products) but the areas involved in its activities are only some beneficiary provinces. Hence, the government should work together with CEDAC in order to apply these activities to particular provinces such as Svay Rieng, and other vulnerable communities in order to increase productivity. The increase in village productivity should be promoted through the idea of "one village one produce" before spreading to the district and commune level.

8- Presently the government has failed to assist victims to jumpstart income generation due to the lack of financial support or credit loans. The government needs to play an important role of presenting the proper micro-support service to the poor, vulnerable and the victims' families. The victims also need capital to start small businesses. Hence, the government should also provide proper marketing assessment and business skills training for such purpose as to operate businesses privately on an individual or a collective group basis. Simultaneously, the government should extend budget resources to help victims' families generate income generation in their suitable capacities.

The lesson learnt from Savannakhet province of Laos.

"Ministry of Social Welfare worked together with the Social Welfare District to ask village heads to organize meetings aimed at creating village committees under the State planning commission. The project has been able to provide appropriate skills training on pig raising, vegetable growing, and brick-making. After the training programme, micro-finance initiatives have been provided to over 1,100 families in 22 villages. As a result, the project has attracted potential migrant workers to stay at home to earn their living and has brought actual migrants back." (ILO, 2005)

The Family Support Foundation (with the support of the IOM) sets a maximum sum of a 200,000R (US$ 50) loan per family but this is not enough to create business activities. The government should allocate more in the national budget to meet adequate loans, which could facilitate the setting up of business activities. More importantly, the provincial strategies should provide skills training, business management and financial support as well.

Family member who trafficked their children to Vietnam:
"I received a loan from the Province Department Women Affairs at a one percent interest rate, I received 200,000Riels (US$50) in 2007. The loan was not enough to commence business activities. So what could I do? I only raise animals and bought fertilizer to grow corn but it was unsuccessful because I was unskilled to do it and there were frequent natural disasters which led to many of the domestic animals dying. Moreover, the market is very far from my house due to the poor infrastructure. As such the products could only be sold amongst the poor. It doesn't help for we have many mouths to feed in our family but we are lacking of skills."

V- Conclusions

The issues of unemployment, landlessness, low levels of education and agricultural failure have contributed to poverty. Due to poverty, people are willing to find jobs overseas to support themselves and their families since they perceived Thailand and Vietnam to be better places for them to earn money. In the process of doing so, these people were tricked into sexual and labour exploitation, especially the women and children. Deeply concerned with these issues, the Royal Government of Cambodia and NGOs are trying to address the problem of human trafficking by establishing reintegration policies to help returning victims achieve better living conditions. Many factors have contributed to successful reintegration and among them are job training and employment, which are considered the most important prerequisites before implementing the reintegration programme.

The government has plenty of measures to assist victims, which however have not fully materialised. They have failed to effectively assist victims in generating income due to the lack of financial support or credit loans. Moreover, the limited budget has led to very few shelters being built and hence, not enough has been done to properly rehabilitate victims prior to reintegrating them back into their respective communities. The NGOs have been relied upon by the government to provide these shelters and other services to the victims. NGOs are playing critical roles in helping these victims on behalf of the government but not for the

entire country. Moreover, NGOs need strong cooperation from the government in order to execute other activities to help the victims. Also, the government is a significant actor who can deal with the problem at the national level.

Job training and employment play very important roles in ensuring that the victims could have a chance to engage in income generation and it is also a main component of the reintegration policy. If we were to look back into the past, these victims were originally from poor families and due to poverty, lack of skills and unemployment they could not have had the opportunities to support their livelihood, and later on becoming susceptible to human trafficking.

In order to ensure that the victims will sustain their incomes after the reintegration programmes, the job training and employment should delve deeper into details by expanding the budget for reintegration programmes. This is necessary for the implementation of skills assessment, market place survey and job market searching. The job vocational training should be long and mid-term rather than short term. Nevertheless it can still be short term provided that the NGOs improve the level of skill techniques in order to meet market requirements and place victims into vocations that promise reasonable salaries to sustain their livelihoods.

In addition, the victims should be encouraged to learn about new information technologies, trade and business management skills, and should join a trade union in order to learn about labour legislation, their rights and responsibilities in the working environment. Moreover, the reintegration programmes should not be defined as the period for financial support and closing cases but it should be primarily designed to sustain victims' incomes. The government, industrial players, NGOs and labour unions have to work together to address current problems. There also has to be support for the victims' families in terms of job skills training, agricultural and cattle-raising techniques while sufficient micro-credit should be provided with low or no interest. Moreover, Creation Community Management is a crucial way to deal with human trafficking problems at the grassroots level. In this regard, local communities and local government have to work together to address these issues since the local communities are the ones which can deal with them at the grassroots level.

Reintegration should not only look into how to re-unify victims with their former lives but also into seven criteria espoused in the ideas of the Asia Foundation and among these criteria,

job training and employment being the main concepts would still not be sufficient if the job training does not look into deeper detail.

In particular the seven criteria will not be enough if the root causes such the lack of education, landlessness, joblessness, agricultural failure and disillusionment with the communities are not addressed.

In this sense, the research would like to recommend the following: if reintegration is really helpful, it can assist victims to obtain better jobs and can contribute towards helping their families since they remain very important to Cambodians. If reintegration is not really helpful, and that the root cause of trafficking still remains, then the reintegration process will not succeed. A successful reintegration should resolve an entire range of problems faced by the victims and their families; in particular the root cause of human trafficking - poverty - has to be addressed.

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