COMBATING HUMAN TRAFFICKING IN THE AFTERMATH OF A
NATURAL DISASTER THROUGH THE DOD: THE CASE OF THE 2004
INDONESIAN EARTHQUAKE AND TSUNAMI

A Thesis
Presented to the
Faculty of
San Diego State University

In Partial Fulfillment
of the Requirements for the Degree
Master of Science
in
Homeland Security

by
Stacey Harumi Goto
Summer 2012
SAN DIEGO STATE UNIVERSITY

The Undersigned Faculty Committee Approves the

Thesis of Stacey Harumi Goto:

Combating Human Trafficking in the Aftermath of a Natural Disaster through the
DoD: The Case of the 2004 Indonesian Earthquake and Tsunami

[Signature]

Eric G. Frost, Chair
Graduate Program in Homeland Security

[Signature]

Michael M. Fernandez
Graduate Program in Homeland Security

[Signature]

Kevin Robinson
Department of Geological Sciences

5-4-2012
Approval Date
Copyright © 2012

by

Stacey Harumi Goto

All Rights Reserved
DEDICATION

This thesis is primarily dedicated to my parents, whom, through their tireless work and loving support, are the main reasons for my successes. Their encouragement has steered me in the direction I am headed towards today. Secondly, it is dedicated to my grandparents, whose endless affection and care have shaped me into the individual I have become. Lastly, it is dedicated to all of my teachers, colleagues, and friends who have inspired and touched me throughout the years.
Whether one believes in a religion or not, and whether one believes in rebirth or not, there isn’t anyone who doesn’t appreciate kindness and compassion.

—His Holiness the Dalai Lama
ABSTRACT OF THE THESIS

Combating Human Trafficking in the Aftermath of a Natural Disaster through the DoD: The Case of the 2004 Indonesian Earthquake and Tsunami

by

Stacey Harumi Goto
Master of Science in Homeland Security
San Diego State University, 2012

Nearly 150 years ago, President Abraham Lincoln signed the Emancipation Proclamation to declare the abolition of slavery. Although the country has drastically progressed since the 1800s, the tragedies of modern slavery affect millions around the world today. There is no country or nation that is untouched by human trafficking. It is the third largest international crime in the world that victimizes men, women, and children of all ages, ethnicity, and economic background. This illicit industry is a low-risk crime and an extremely profitable business for traffickers. The United States has become a leader in the fight against trafficking in persons and has adopted a number of laws and prohibitions against human trafficking. In general, the international community has come to an agreement that human trafficking is a serious threat that needs to be addressed.

Victim protection is one of the most important components of combating human trafficking. Thus, it is important to understand the many elements contributing to one’s vulnerability. Poverty, lack of education, and government corruption are some of the primary factors that leave individuals susceptible to human trafficking, but there are countless other determinants that require closer examination. The relationship between rates of human trafficking after natural disasters is an area with limited existing information. However, with the apparent impact of climate change and an increase in natural disasters, the number of cases of trafficking in persons is likely to increase.

The U.S. Department of Defense (DoD) has often played a distinguished role in international humanitarian assistance. Their efforts save thousands of lives by providing immediate food, water, and medical supplies, while assisting in the overall recovery of many international disaster areas such as after the Banda Aceh, Indonesia earthquake and tsunami in 2004, as well as after the 2010 Haiti earthquake. Additionally, the DoD’s potential to combat human trafficking is promising. The DoD has successfully adopted measures towards prevention by advocating a zero tolerance policy and implementing a Trafficking in Persons Training Program. Although this thesis does not provide an end-all solution to human trafficking, it does however, offer a helpful resource to those in the anti-trafficking community.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>TABLE OF CONTENTS</th>
<th>PAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>ABSTRACT</td>
<td>vi</td>
</tr>
<tr>
<td>LIST OF TABLES</td>
<td>ix</td>
</tr>
<tr>
<td>LIST OF FIGURES</td>
<td>x</td>
</tr>
<tr>
<td>ACKNOWLEDGEMENTS</td>
<td>xi</td>
</tr>
<tr>
<td>CHAPTER</td>
<td></td>
</tr>
<tr>
<td>1  INTRODUCTION</td>
<td>1</td>
</tr>
<tr>
<td>Statement of Problem</td>
<td>2</td>
</tr>
<tr>
<td>Purpose of Study</td>
<td>4</td>
</tr>
<tr>
<td>2  WHAT IS HUMAN TRAFFICKING?</td>
<td>6</td>
</tr>
<tr>
<td>Definition</td>
<td>6</td>
</tr>
<tr>
<td>The Statistics</td>
<td>11</td>
</tr>
<tr>
<td>Who are the Victims?</td>
<td>13</td>
</tr>
<tr>
<td>Identifying the Traffickers</td>
<td>16</td>
</tr>
<tr>
<td>Where to Find Human Trafficking</td>
<td>18</td>
</tr>
<tr>
<td>3  NATURAL DISASTERS AND EFFECTS ON POPULATION</td>
<td>21</td>
</tr>
<tr>
<td>Overview</td>
<td>21</td>
</tr>
<tr>
<td>The 2004 Indonesian Earthquake and Tsunami</td>
<td>22</td>
</tr>
<tr>
<td>Response by the International Community in Indonesia</td>
<td>32</td>
</tr>
<tr>
<td>Long-Term Effects</td>
<td>36</td>
</tr>
<tr>
<td>Natural Disasters and Human Trafficking</td>
<td>39</td>
</tr>
<tr>
<td>4  OPERATION UNIFIED ASSISTANCE</td>
<td>44</td>
</tr>
<tr>
<td>DoD Response in Indonesia</td>
<td>44</td>
</tr>
<tr>
<td>Unique Challenges</td>
<td>49</td>
</tr>
<tr>
<td>Gaps in Response</td>
<td>51</td>
</tr>
<tr>
<td>Successes</td>
<td>54</td>
</tr>
<tr>
<td>5  COMBATING HUMAN TRAFFICKING</td>
<td>59</td>
</tr>
<tr>
<td>U.S. Government Efforts</td>
<td>59</td>
</tr>
</tbody>
</table>
LIST OF TABLES

Table 1. Regional Distribution of Forced Labor.................................................................13
Table 2. Chart Showing the Deadliest Earthquakes in History ........................................25
Table 3. List of U.S. Naval Units Active in Operation UNIFIED ASSISTANCE..............46
Table 4. The DoD Combating Trafficking in Persons Training Report is Submitted to
the USD(P&R) on a Yearly Basis......................................................................................72
### LIST OF FIGURES

<table>
<thead>
<tr>
<th>Figure</th>
<th>Description</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Figure 1</td>
<td>This island was uplifted and doubled in size as a result of the 2004 Indonesian earthquake. The original size of the island was as large as the green area covered by trees.</td>
<td>23</td>
</tr>
<tr>
<td>Figure 2</td>
<td>This island submerged after the tectonic plate below subsided.</td>
<td>24</td>
</tr>
<tr>
<td>Figure 3</td>
<td>Location is the northern shore of Banda Aceh. The top picture was taken on June 23, 2004; the bottom picture taken on December 28, 2004.</td>
<td>29</td>
</tr>
<tr>
<td>Figure 4</td>
<td>Map showing the earthquake epicenter, aftershocks, and the extent of the main fault rupture.</td>
<td>30</td>
</tr>
<tr>
<td>Figure 5</td>
<td>U.S. Naval forces left a long-lasting, positive impact on local Indonesians.</td>
<td>49</td>
</tr>
<tr>
<td>Figure 6</td>
<td>Survivors storm the helicopters, desperate for food and water.</td>
<td>53</td>
</tr>
<tr>
<td>Figure 7</td>
<td>Due to the widespread devastation, helicopters had limited areas for a safe landing.</td>
<td>55</td>
</tr>
<tr>
<td>Figure 8</td>
<td>Slide from the DoD TIP general awareness training module, explaining MEJA 2000.</td>
<td>74</td>
</tr>
</tbody>
</table>
ACKNOWLEDGEMENTS

I am forever grateful for the faculty, affiliates, and fellow colleagues in the Homeland Security Program at San Diego State University. Their guidance, encouragement, and knowledge have provided me the strength and direction I need to build upon my professional endeavors.

Mainly, I would like to thank my thesis chair, Dr. Eric Frost. His passion and enthusiasm is contagious and exceptional unlike anyone I have ever met. I am truly grateful for his expansive knowledge and guidance he has provided me throughout graduate school. He has been one of the most memorable and impactful professors and advisors in my many years of school.

My appreciation also extends to Michael Fernandez and Kevin Robinson for offering their valuable time as sitting members of my thesis committee. Their specialized insight and expertise fortified my thesis and expanded my knowledge in my areas of interest. I am extremely thankful for their constructive criticism and advice.

I am also grateful for my parents who supported me and provided me the many opportunities to travel abroad. Without those experiences, I would not be the individual I am today. Traveling opened my eyes to the world and gave me the opportunity to witness the many wonderful (and heartbreaking) events around the globe. Those experiences have driven me to continue my travels and pursue a profession in civil service.
CHAPTER 1

INTRODUCTION

Thoughts of slavery provoke images from past centuries of United States and world history. In elementary school, learning and reading about slavery in Ancient Egypt, Ancient China, and other ancient civilizations is part of the curriculum for all American schools. Learning about these atrocities from our world’s past are essential to prevent history from repeating itself; ultimately, raising a more just society with each generation. However, despite efforts to teach these historical lessons, issues of slavery are more relevant today than one may realize. Many are unaware that slavery still exists today and in fact, according to Kevin Bales, slavery never vanished, but rather transformed. 1

Nearly 150 years ago, President Abraham Lincoln issued the historical Emancipation Proclamation on January 1, 1863. The Proclamation deemed all slaves in the United States to be “forever free” and declares that “The Executive Government of the United States, including the military and naval authority thereof, will recognize and maintain the freedom of such persons, and will do no act or acts to repress such persons, or any of them, in any efforts they may make for their actual freedom.” 2 President Lincoln further states, “And I hereby enjoin upon the people so declared to be free to abstain from all violence, unless in necessary self-defence; and I recommend to them that, in all cases when allowed, they labor faithfully for reasonable wages.” 3 However, slavery did not end with issuance of the proclamation, so Lincoln pursued a constitutional amendment to permanently abolish slavery. Finally, nearly two years after Lincoln’s proclamation, the Thirteenth Amendment to the United States Constitution was adopted on December 6, 1865, formally outlawing slavery in America. It

---

1 Kevin Bales, Disposable People: New Slavery in the Global Economy (Berkeley: University of California, 1999), 12.
3 Ibid.
states, “Neither slavery nor involuntary servitude, except as a punishment for a crime
whereof the party shall have been duly convicted, shall exist within the United States, or any
place subject to their jurisdiction.”

Nonetheless, despite these two revolutionary efforts to eradicate slavery within the U.S., modern slavery remains a major crisis in our nation and abroad.

Phrases such as debt bondage, forced labor, prostitution, and domestic servitude are at times unfamiliar for people, especially for those living in developed countries such as the United States. However in reality, each of those instances, in addition to others, exist within the borders of the U.S. and around the world today – an unfortunate phenomenon known as modern slavery. Although modern slavery looks slightly different from historical images of cotton plantations and auction blocks, both are essentially the same through constant abuse, fraud, and coercion.

In one way or another, everyone is touched by slavery. All around the world, men, women, and children work endless hours, seven days a week – sewing clothes, harvesting crops, laying bricks, and working in brothels – with minimal or no pay. In the United States, it would be difficult to find a piece of clothing or encounter produce that has not been touched by modern slavery. Why has modern slavery become such a large part in our everyday lives? Kevin Bales explains that slaves are disposable and, “People get rich by using slaves. And when they’ve finished with their slaves, they just throw these people away. This is the new slavery, which focuses on big profits and cheap lives. It is not about owning people in the traditional sense of the old slavery, but about controlling them completely.”

**STATEMENT OF PROBLEM**

Human trafficking is the third largest criminal network, followed by drug and weapons smuggling, yet the fastest growing source for profits for organized crime worldwide. According to a 2005 International Labour Organization (ILO) report, human

---


5 Bales, Disposable People, 4.
trafficking generated an estimate of $32 billion in profit, of which $15.5 billion is generated from industrialized countries.\(^6\) Contrary to popular belief, human trafficking is not confined to specific regions of the world. Human trafficking, or modern-day slavery, is not only found in the brothels of Thailand or garment factories in Latin America, but victims of human trafficking are also found in developed countries, including the United States. Therefore, this crime is both a domestic and international one especially as the world is more connected via globalization basically removing traditional boundaries between nations, particularly via international criminal networks.

On March 15, 2012, Secretary of State Hillary Clinton and leaders from other U.S. government agencies met to discuss the Obama administration’s priority to combat human trafficking. Known as the Interagency Task Force, within the State Department’s Office to Monitor and Combat Trafficking in Persons, this group prioritized human trafficking as one of the nation’s major concerns. Deputy National Security Adviser, Denis McDonough explained, “For us at the national security staff, this is a national security issue…Human trafficking is at the nexus of organized crime, is a source for funding for international terrorist groups, and is a source for funding for transnational terrorist groups. It fundamentally endangers international security.”\(^7\)

In the past decade or more, the United States and international community have made significant contributions to combat trafficking in persons. The Victims of Trafficking and Violence Protection Act of 2000, the National Security Presidential Directive-22, and the establishment of the State Department’s Office to Monitor and Combat Trafficking in Persons are key milestones accomplished within the U.S. In addition, the Palermo Protocols that were adopted by the United Nations in 2000 have been an international effort to implement laws, create anti-trafficking policies, and spread awareness of the issues caused by global human trafficking. However, nations around the world are still plagued by modern slavery and millions are continuing to be victimized. Current anti-trafficking laws only force

---


traffickers to move their industry further underground, making it harder for those striving to combat this issue. Furthermore, laws often fail to protect victims of trafficking by punishing them as if they were the perpetrators. So even though the international community has made significant progress, there is still much to be done to prosecute traffickers, protect victims, and prevent future cases of trafficking in persons.

**PURPOSE OF STUDY**

The specific purpose of this thesis is to shed light on the issues of human trafficking after natural disasters. Unbeknownst to most people, this correlation is a common occurrence around the world. There are countless resources on human trafficking, but few focus its relationship with natural disasters. Even though human trafficking is found in all corners of the earth, certain factors, such as natural disasters, make individuals more susceptible to traffickers. Pre-existing factors, such as poverty, lack of education, ethnicity, and religious background exacerbate one’s vulnerability to this criminal business. Also, the ongoing changes in the planet’s weather generally phrased as “climate change” is an uncontrollable factor that currently seems to be resulting in more natural disasters, subsequently increasing the potential for more human trafficking cases. Nonetheless, human trafficking in the aftermaths of natural disasters is a subject that requires more research. It requires that disaster relief agencies, non-governmental organizations (NGOs), foreign governments, and military to be aware of the signs of trafficking, to know how to prevent future cases, and to have the resources to protect potential victims.

Another focus of this research has been specifically on the Department of Defense (DoD) and their potential to combat human trafficking. There are even fewer resources that link the three subjects – natural disasters, human trafficking, and the DoD – so this thesis may well serve as a tool for future DoD humanitarian assistance/disaster relief (HADR) operations and also be useful for other organizations working in partnership with the DoD. The DoD’s large global presence forces them to witness scenarios ordinary citizens would otherwise never see. Whether service members are deployed for war or HADR missions, their likelihood to encounter cases of human trafficking are high. Therefore, it is likely that the DoD has a major opportunity to make a significant difference in the global effort to fight trafficking in persons. The DoD’s stance on human trafficking is mainly of prevention by
adopting a zero-tolerance policy and it has already implemented influential measures to prevent future cases.

As a major example of the interconnectedness of natural disasters and human trafficking, this research focuses on the 2004 Indonesian earthquake and tsunami. In the immediate aftermath of the dual disaster, there was a huge potential for an increase in human trafficking. The DoD became a significant factor in the region’s overall successful recovery, where their efforts left a positive impact on local Indonesians. Although there are few publicly reported cases of human trafficking after the Indonesian tsunami, the examination of the potential linkage may serve as a resource for personnel responding to disasters and allow them to potentially prevent and protect innocent victims of human trafficking.
CHAPTER 2

WHAT IS HUMAN TRAFFICKING?

DEFINITION

The most commonly cited definition of human trafficking is one stated in Article 3(a) of the Palermo Protocol from the Office of the United Nations High Commissioner for Human Rights. The *Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime*, defines trafficking in persons as,

> the recruitment, transportation, transfer, harbouring, or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of the person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.\(^8\)

Criminal exploitation of people occurs all around the world, so it is important for anti-trafficking advocates to understand its different components. There are direct correlations between the specific types of trafficking to the diverse circumstances of countries around the world. Those circumstances include: economic conditions, such as poverty and unemployment; cultural traditions; catastrophic events, such as war or natural disasters; corruption of government officials and police; lack of resources; racism and discrimination against minorities; low priority standards given by the government; lack of communication and cooperation between government agencies, law enforcement, and non-

---

There are various forms and characteristics of human trafficking, which have been known to cause misunderstanding when identifying traffickers and victims. According to the United States Department of State, individuals may be victims of trafficking regardless if they had previously consented, were involved in a crime as a consequence of being trafficked, were transported into a situation of exploitation, or were born into and inherited a life of slavery. Additionally, “Despite a term that seems to connote movement, at the heart of the phenomenon of trafficking in persons are the many forms of enslavement, not the activities involved in international transportation.”

Thus, forms of human trafficking include forced labor, sex trafficking, debt bondage and bonded labor, involuntary domestic servitude, forced child labor, child sex trafficking, and child soldiers.

First, the International Labour Organization (ILO) defines forced labor as “all work or service which is exacted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily.” Individuals or groups of people are vulnerable to forced labor during times of high unemployment, crime, corruption, political conflict, and poverty; for which they may be forced to work either long-term or seasonal work. Immoral and dishonest employers may exploit their workers’ desperation and susceptibility by means of coercion; thus providing them with little or no pay, poor safe and sanitary working conditions, and forcing them to work endless hours seven days a week.

Female victims of forced labor, both women and girls, are often sexually exploited as well.

Second, sex trafficking is when a person is deceived, forced or manipulated into prostitution or sexual servitude. According to a 2005 ILO report, 43% of trafficked victims

---

11 Ibid.
are forced into commercial sexual exploitation.\textsuperscript{13} Although a majority of sex trafficking victims are women and girls (98%), a portion of these victims are male (2%).\textsuperscript{14} A concept known as sex tourism is popular amongst some Westerners and other wealthy individuals traveling abroad, especially to places such as Asia. These individuals seek young girls or boys for their satisfaction and are known to pay large amounts for such services. Furthermore, many wealthy local and foreign visitors are willing to pay expensive fees for young virgin girls. There are two widely held myths explaining the demand of virgin girls: “Having sex with virgins can rejuvenate aging male customers” and secondly, a belief that it can cure HIV/AIDS and other STDs.\textsuperscript{15} Victims are psychologically and/or physically forced to remain in these dire situations since traffickers often use violence and threaten their lives and their family’s lives if they refuse or attempt to escape.

Third, debt bondage or bonded labor is a common form of trafficking. Debt bondage is frequently found in India and other parts of South Asia. This form of exploitation is a way for traffickers to make money and to keep their victims for as long as they want. This debt can be passed down to following generations where offspring are sometimes born into slavery. Another term is known as “contract slavery” where, for example in sex trafficking, “The brothel owners place the girls in debt bondage and tell them they must pay back their purchase price, plus interest, through prostitution. The calculation of the debt and the interest is, of course, completely in the hands of the brothel owners and so is manipulated to show whatever they like.”\textsuperscript{16} Debt bondage is immensely profitable where a girl between twelve and fifteen years old is often bought for $800 to $2,000.\textsuperscript{17} Most commonly, girls are kept for about three to six years and once she becomes ill or HIV-positive, the girl is abandoned and easily replaced.

\textsuperscript{13} Ibid.
\textsuperscript{14} Ibid.
\textsuperscript{15} Vidyamali Samarasinghe, \textit{Female Sex Trafficking in Asia: The Resilience of Patriarchy in a Changing World} (New York: Routledge, 2008), 109, 169.
\textsuperscript{16} Bales, \textit{Disposable People}, 18.
\textsuperscript{17} Ibid., 18-19.
Fourth, involuntary domestic servitude is found in so-called unofficial workplaces. “Such an environment, which often socially isolates domestic workers, is conducive to nonconsensual exploitation since authorities cannot inspect private property as easily as formal workplaces.”\textsuperscript{18} Victims of involuntary domestic servitude are sometimes recruited from their country, promised a false job and better opportunities abroad, and consequently forced to work as a slave with little or no pay. Many cases of domestic servitude can be found in the Middle East, such as Saudi Arabia, where women of Southeast Asian decent are coerced and transported to work as servants. Incidents of untreated illness and extensive sexual abuse are often reported in such cases.

Next, forced child labor is when children under the legal working age are forced to work. When children are working in hazardous or exploitative conditions, in commercial sexual exploitation or criminal activity, they are involved in what is considered to be the worst forms of child labor. According to the ILO Convention No. 138, no child under 18 should be involved in hazardous working conditions. Children under age 15, or 14 in some countries, should not be in regular work, and children under 13, or 12 in some countries, should not even be involved in light work.\textsuperscript{19} Nonetheless, the sale and trafficking of children for the purposes of exploitation are among the worst forms of child labor and more must be done to eradicate it worldwide. “According to ILO’s International Child Labour Eradication Programme, in 2004 218 million children were forced to work, excluding domestic work. It is estimated that 216 million children between the ages of 5 and 17 do dangerous work.”\textsuperscript{20} In some areas of the world, there is an alarming correlation between drug trafficking and the trafficking of children. Children are sometimes used as drug couriers and are often paid in drugs. Sadly, this method entraps children by making them dependent on drugs.

Next, child sex trafficking is one of the worst forms of human trafficking. “According to UNICEF, as many as two million children are subjected to prostitution in the

\textsuperscript{18} “What is Modern Slavery?”


global commercial sex trade.”21 The use and abuse of children in the commercial sex trade is illegal under United States law, the Palermo Protocol, and other legislations worldwide. Sex trafficking tragically permanently traumatizes children, physically and psychologically. Furthermore, children often contract diseases such as HIV/AIDS, become addicted to drugs, have unintended pregnancies and abortions, are severely malnourished, and at times, their experiences result in death. Children who return to their families after their ordeal, often find themselves ostracized out of embarrassment or disappointment from their family and community. In turn, since these children have nowhere to turn, this leaves them vulnerable to be re-recruited and re-trafficked. Unfortunately, if a child is trafficked into prostitution at an early age, and later encounter an opportunity to leave, they often voluntarily decided to stay since they know no other lifestyle.

Lastly, child soldiers are found in countries during war where children are forced by government personnel, paramilitary organizations, or rebel groups to be used as combatants, or for labor or sexual exploitation. The Child Soldiers Protection Act of 2008 (CSPA) defines child soldiers as, “any person under 18 years of age who takes a direct part in hostilities as a member of a governmental armed forces; who has been compulsorily recruited into governmental armed forces; who has been voluntarily recruited into governmental armed forces; or who has been recruited or used in hostilities by armed forces distinct from the armed forces of a state.”22 In addition to the definitions stated above, child soldiers are also those serving in support roles such as “a cook, porter, messenger, medic, guard, or sex slave.”23 Child soldiers are commonly found in conflict or post-conflict regions such as Somalia, Democratic Republic of the Congo, Yemen, and Burma (Myanmar).

Despite these distinguishing characteristics, each human trafficking case has several commonalities. An apparent similarity with each case mentioned above is that each is a crime against humanity. Most importantly, every instance of slavery and trafficking in persons has three components: violence, coercion, and exploitation. In other words,

---

21 “What is Modern Slavery?”
23 Ibid.
traffickers use violence and coercion as means to exploit their victims for profit. In many cases, there is initial consent and cooperation, which can quickly turn into abuse and exploitation. Additionally, the Victims of Trafficking and Violence Protection Act of 2000 explains that all sex trafficking and forced labor “involves significant violations of labor, public health, and human rights standards worldwide.”

An important distinction of trafficking is that it should not be confused with migration. Individuals often falsely believe that migration or people smuggling – whether legal or illegal – is a form of human trafficking. However, people smuggling is transportation-based, whereas human trafficking is exploitation-based. In the case of migration, individuals may move from one country to another to find temporary or permanent work due to various reasons. However, if their work visa expires or proper documentation is not obtained, then their status becomes illegal or undocumented. Smuggling occurs when an individual or group of individuals pays someone to move them to another country illegally and discretely. Therefore, both the smuggler and the person being smuggled would be committing illegal operations. The difference between trafficking and migration or smuggling is that trafficking victims are transported for profit and exploitation. In other words, human trafficking involves movement and intention of exploitation. “If there is only movement and no (intent of) exploitation, then this is not trafficking.”

Although smugglers are often paid to move people from one location to another, the smuggler departs once the destination is reached with no further plans of exploitation.

**The Statistics**

Specific data on human trafficking, such as exact number of victims, methods for recruitment, and working conditions, are hard to come by due to two reasons. First, the industry’s underground criminal activity prevents victims from seeking help. In the case of sex trafficking, the pimp or brothel manager is usually close by, thereby hindering open-ended interviews with victims, therefore producing inaccurate and inconclusive results.

---


Additionally, victims of human trafficking are often hesitant to trust law enforcement, local authorities, and individuals in non-governmental organizations (NGOs) due to such high corruption rates – even when these authority figures have true intentions to help. Secondly, modern slavery is still a misunderstood phenomenon with no common definition. Human trafficking, forced labor, and slavery are terms that are often used interchangeably by victim’s advocates and organizations. However, when legislators attempt to create laws, those undefined terms can easily negatively impact the effectiveness of the intended policymaking.

Although there are no exact statistics, many organizations fighting human trafficking have attempted to make their own estimates within the context of their responsibilities and efforts to make appropriate impacts on this shadowy problem. For example, the U.S. Department of State estimates that there are approximately 600,000 to 800,000 people trafficked across international borders each year.26 Sadly, this number does not include the millions trafficked within their own countries.

Another estimate comes from the United Nations’ International Labour Organization (ILO) reported in the *Global Alliance Against Forced Labour of 2005*. The ILO world estimate of the *minimum* number of victims of forced labor is 12.3 million people. (See Table 1)27 A minimum is estimated because of the unreliability of the quality and quantity of data they obtained, for which the data does not account for unreported cases of forced labor. They estimate that the most people in forced labor are in Asia and the Pacific with approximately 9.5 million people. Latin America and the Caribbean are ranked second with about 1.3 million people.28

Furthermore, Kevin Bales, President of Free the Slaves and author of several modern-day slavery books, estimates that there are 27 million slaves around the world today. Putting this number into perspective, 27 million people are about one third of the population of Germany, approximately half the population size of Burma, and roughly the number of

---

27 “Global Alliance Against Forced Labour.”
28 Ibid.
Table 1. Regional Distribution of Forced Labor

<table>
<thead>
<tr>
<th>Region</th>
<th>Number of people in forced labour</th>
</tr>
</thead>
<tbody>
<tr>
<td>Asia and Pacific</td>
<td>9,490,000</td>
</tr>
<tr>
<td>Latin America and Caribbean</td>
<td>1,320,000</td>
</tr>
<tr>
<td>Sub-Saharan Africa</td>
<td>660,000</td>
</tr>
<tr>
<td>Industrialized countries</td>
<td>360,000</td>
</tr>
<tr>
<td>Middle East and North Africa</td>
<td>260,000</td>
</tr>
<tr>
<td>Transition countries</td>
<td>210,000</td>
</tr>
<tr>
<td>World</td>
<td>12,300,000</td>
</tr>
</tbody>
</table>


people living in Saudi Arabia today. Twenty-seven million” is the same estimate many other organizations use to bring awareness to modern slavery. For example, National Geographic published an article called “21st-Century Slaves” and estimates there are 27 million men, women, and children held in slavery today, which is “more slaves today than were seized from Africa in four centuries of the trans-Atlantic slave trade.” Another estimate comes from CNN’s Freedom Project, focusing on ending modern-day slavery, which estimates there are 10-30 million slaves in the world today.

WHO ARE THE VICTIMS?

Victims of trafficking in persons are from all around the world, including men, women, and children of all ages, ethnicities, and economic backgrounds. However, trafficking often disproportionately affects women and children from poor regions. The UN Global Initiative to Fight Human Trafficking lists the following statistics: 43% of victims are used for forced commercial sexual exploitation, of whom 98% are women and girls; and 32%

---


of victims are used for forced economic exploitation, of whom 56% are women and girls. Additionally, a majority of victims are between the ages of 18 and 24 years old. According to the Department of Homeland Security’s Human Trafficking Awareness Training, victims are vulnerable to trafficking because of lack of social safety nets, poverty/economic hardship, demand for cheap labor, political instability/armed conflict, natural disasters, criminal activity, and immigration status.

Specific to sex trafficking, being young and female are the basic “qualifications” for recruitment to the sex industry. Poverty and power dynamics often play another role in recruitment. Scenarios of older males often take advantage of their ability to control young impoverished females. However,

female sex trafficking is not only about minor girls, and not all victims come from very poor backgrounds. Not all of them end up in seedy brothels. Many females over the age of 18 years, who had been promised jobs as factory workers, housemaids or entertainers, or as Mail-Order-Brides (MOBs) of well-to-do single male citizens of wealthier countries are also trafficked into the global sex industry.

In Disposable People, Kevin Bales explains the differences between the old slavery of the past versus new slavery today. He explains that in the new slavery, race is not as important as it was during old slavery. In the past, ethnicity and racial differences were used as determinants and ways to justify slavery. “The otherness of the slaves made it easier to employ the violence and cruelty necessary for total control.” The American Founding Fathers even went through legal and political means to phrase the Constitution to morally justify their actions of slavery. In contrary, traffickers and slave-holders today do not feel the need to justify themselves. Bales explains, “The criteria of enslavement today do not concern color, tribe, or religion; they focus on weakness, gullibility, and deprivation.”

---


34 Samarasinghe, Female Sex Trafficking, 2.

35 Bales, Disposable People, 10.

36 Ibid., 11.
terms of sex trafficking, there is purely a correlation between supply and demand between the poor and rich communities. What is often seen is a supply of poorer girls and women coerced into trafficking, and wealthier customers on the demand side.

Nonetheless, there are still regions of the world that separate victims and traffickers by ethnicity and religion. For example, Japanese culture distinguishes themselves from other ethnicities. Therefore, women from Thailand, the Philippines, and Europe are often trafficked to Japan for prostitution, whereas Japanese women rarely serve as prostitutes. Economic reasons also explain this disparity. Thais and Filipinas are more economically vulnerable and desperate than Japanese.37

Furthermore, refugees and displaced persons are amongst those particularly vulnerable to human trafficking. Scenarios such as post-conflict situations and humanitarian emergencies create refugees desperate for food, water, shelter, safety, and other essentials. For countries “In the post-conflict period, the lack of law and order and the large numbers of vulnerable and destitute populations, especially female refugees, internally displaced populations (IDPs), separated children, and war widows, contribute toward the country becoming a source and a transit point for human trafficking for sexual exploitation or forced labor.”38 An unfortunate correlation in post-conflict situations is the presence of peacekeeping forces and sexual exploitation. An increased presence of peacekeeping forces often increases a demand for women and children for exploitation and prostitution.

According to a literature review conducted by the United States Agency for International Development (USAID), recent incidents stem from the Balkans, East Timor, Ethiopia, and Eritrea. Other places such as Kosovo, Bosnia, Sierra Leone, Somalia, and Cambodia claim that prostitution was not present prior to the arrival of international peacekeeping troops.39 Nonetheless, agencies such as the Department of Defense (DoD), United Nations (UN), and

37 Ibid.


39 Ibid.
North Atlantic Treaty Organization (NATO) have recently implemented programs to mitigate these concerns, which will be discussed later.

Displaced persons in the aftermath of a humanitarian emergency are also vulnerable to traffickers. Past research has shown that women and children are especially susceptible after natural disasters due to “cultural norms that place women’s needs last, the lack of social safety nets, and the lack of input from women into disaster response and management.” In turn, this leaves women relatively defenseless against trafficking, forced labor, sexual exploitation, and forced marriage. Lack of education and proper resources for women and children in the aftermath of a natural disaster play a significant role in the facilitation of human trafficking. Additionally, children who are orphaned due to the death of parents and other family members or who are separated from other family members are found wandering the streets, become easy targets for traffickers.

Refugees of post-conflict and humanitarian emergencies seek better opportunities in industrial cities or countries, yet have deficient resources for adequate migration programs; consequently leaving traffickers to prey on their vulnerability. These scenarios not only occur immediately after a city’s or country’s tragedy, but also many months or years after the conflict or disaster.

**IDENTIFYING THE TRAFFICKERS**

Who are the ones guilty of manipulating, exploiting, and profiting from innocent lives? The Victims of Trafficking and Violence Protection Act of 2000 defines traffickers as all of those involved in, “The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.”

Human trafficking is a major security issue that affects every country around the world. The perpetrators engaged in the crime are often highly advanced, guilty of committing numerous illegal and immoral crimes. According to the Victims of Trafficking

---


41 “Victims of Trafficking and Violence.”
and Violence Protection Act of 2000, “Trafficking in persons is increasingly perpetrated by organized, sophisticated criminal enterprises. Such trafficking is the fastest growing source of profits for organized criminal enterprises worldwide.”

Many organized crime syndicates involved in trafficking in persons are also likely to be illegally transporting other contraband such as drugs, weapons, stolen items, cigarettes, and ‘dirty’ money, further fueling other organized crime units around the world. In addition, victims of trafficking are often resold and exchanged between organized crime groups and may be trafficked amongst various cities and countries.

Nonetheless, domestic trafficking is often less complex than international human trafficking, where traffickers transport their victims within cities or the country. Therefore, domestic human trafficking is often sought out by less sophisticated criminal groups. Nonetheless, human trafficking is a crime chosen by many organized crime groups and gangs due to its accessibility and ease of evading law enforcement. Simply, it is a high-profit, low-risk crime. In an interview with San Diego Police Detective James “Chappie” Hunter, he explains, “Carrying loads of cocaine in your car is much more noticeable when you’re being pulled over versus carrying several girls in your backseat – no one would think twice.”

In the United States, the issue of domestic sex trafficking is a major issue. Local gangs typically recruit young women and girls into prostitution and sexual exploitation. According to Detective Hunter, there is usually one pimp at the top controlling most the gang’s activity, with a person below them controlling various girls. Further, Detective Hunter explains there are two types of pimps: Finesse Pimps and Gorilla Pimps. Finesse Pimps implement social media sites such as Facebook and MySpace to send out mass messages to girls showing romantic interest. For those who respond, the men will start to slowly build a relationship. He will buy her things and manipulate her into falling in love with him. In most cases, she will end up being raped by him and/or other gang members. At this point, he will force her into the industry, otherwise known as “The Game.” Detective Hunter explains that this is the beginning of a domestic violence circle with constant verbal

---

42 Ibid.

and physical beatings. The pimp will create fear, which prevents her from escaping and telling authorities. He will place guilt on the girls, making them payback everything, such as food, clothing, and shelter; thus forcing them into debt bondage. The second type of pimp, known as a Gorilla Pimp, recruits on the street. They will kidnap their victims, beat and steal from them, and force them into “The Game.”\textsuperscript{44} The circle of domestic violence continues, along with debt bondage, coercion, and exploitation.

In many countries, corruption thrives amongst law enforcement and local authorities. Kevin Bales explains, “In Europe and North America the police fight organized crime; in Thailand the police are organized crime.”\textsuperscript{45} This is the case for many parts of Africa and Asia. Bales explains that these scenarios bloom in regions undergoing fast social and political transformations, typically caused by external stress from either natural disasters, disease, war, or economic depressions.\textsuperscript{46} Therefore, it is essential that law enforcement, authorities, and local and international NGOs understand the many facets and scenarios of human trafficking, along with the permanent consequences it has on its victims.

\textbf{WHERE TO FIND HUMAN TRAFFICKING}

In order to understand the definition of human trafficking, it is equally important to know definitions of source, transit, and destination countries. Source countries are those in which traffickers look for, target, recruit, or kidnap their victims. During this first stage of abduction or recruitment, victims may respond to job advertisements or coerced by a stranger, friend, or family member. Human trafficking is often facilitated by government corruption in source, transit, and destination countries where organized crime syndicates either work with or bribe government officials. Source countries can virtually be from any region, but Eastern Europe is an example of a major source for trafficking.

Eastern European countries have been a major source of women and girls since the collapse of the Soviet Union. After the fall of the Iron Curtain, numerous countries in Eastern Europe found themselves in extreme poverty, without jobs and hopeless. Young

\begin{itemize}
\item[\textsuperscript{44}] Ibid.
\item[\textsuperscript{45}] Bales, \textit{Disposable People}, 29.
\item[\textsuperscript{46}] Ibid.
\end{itemize}
women and girls were, and are continuously targeted in their hometowns. They were and are often promised jobs and better opportunities abroad and moved to other countries with fake documentation. Upon their arrival, they discover a different reality. Many women and girls are found trapped within the global sex industry in a life of prostitution, exploitation, and abuse. For example, according to the Federal Criminal Office in Germany, from the period 2001-05, “the top four source countries of prostitution-related trafficking victims detected in Germany were Russia (747 victims), Ukraine (520), Bulgaria (432), and Romania (425).”

Secondly, transit countries are between source and destination countries. Sometimes, transit countries are not involved, but some cases may involve crossing of international borders. Traffickers move their victims from their home to unfamiliar locations, “including foreign countries away from family and friends, religious institutions, and other sources of protection and support, leaving the victims defenseless and vulnerable.” Traffickers often provide and use fake documentation for their victims if they cross international borders. High corruption rates are seen in transportation countries since traffickers have been known to bribe immigration authorities.

Upon arriving at their destination, traffickers take away their victim’s identification and other documentation. As a result, victims are forced to pay back their debt from their travels in forms of forced labor or sexual servitude, which may take months, years, or even decades. Developed and urbanized cities and countries are often popular destination countries. For example, western European countries, the U.S., and Australia are common destinations for human trafficking. Japan is also a popular destination country for victims of sexual exploitation where victims often come from Southeast Asia, Latin America, or Eastern Europe. Although prostitution is illegal in Japan, it is provided in a “restricted sex-related business.” Organized crime groups such as the Yakuza control the country’s sex industry and play a major role in human trafficking.

---

47 Leslie Holmes, ed., Trafficking and Human Rights: European and Asia-Pacific Perspectives (Cheltenham: Edward Elgar, 2010), 57.
48 “Victims of Trafficking and Violence.”
49 “Global Alliance Against Forced Labour.”
According to the UN Global Initiative to Fight Human Trafficking, 161 countries are reported to be affected by human trafficking by being a source, transit, or destination country.\footnote{International Labour Organization, \textit{Forced Labour Statistics}, 1.} Furthermore, “people are reported to be trafficked from 127 countries to be exploited in 137 countries, affecting every continent and every type of economy.”\footnote{“Trafficking in Persons Global Patterns,” United Nations Office on Drugs and Crimes, accessed February 15, 2012, http://www.un.org/esa/population/migration/turin/Turin_Statements/KANGASPU NT.pdf.} While human trafficking is thriving all around the world, Kevin Bales explains why certain countries see more cases than others. First, there was a huge population explosion following World War II. Since 1945, the world population has tripled in size, going from about 2 billion to more than 6 billion people. Furthermore, countries where slavery is most prevalent today experienced the largest population growth resulting in a surge of children under age 15. Regions such as Southeast Asia, South America, the Indian subcontinent, Africa, and Arab countries illustrate this relationship between a large youth populace and slavery.\footnote{Bales, \textit{Disposable People}, 12.} In turn, a large population with few resources increases levels of desperation to survive. Traffickers and slaveholders prey on this weakness and exploit this despairing demographic.

Second, these same countries that experienced a large population growth also went through a major shift in social and economic transformation. Globalization and modernization created significant economic dichotomies between the rich and poor. Wealthy individuals were able to buy more land and pay their way to the top, whereas the poor were forced to give up their land and family traditions. Oftentimes, their only option was slavery.
CHAPTER 3

NATURAL DISASTERS AND EFFECTS ON POPULATION

OVERVIEW

Natural disasters are naturally occurring events, which are oftentimes the result of severe weather patterns or geological events. Each event is unique, ranging in levels in force, magnitude, and destruction. Devastating natural disasters can cause financial, economic, and physical damage, in addition to loss of human life. There are various forms of natural disasters. Hydrologic disasters include floods, as a result of monsoons, cyclones, or hurricanes. Examples of geological disasters are earthquakes, volcanic eruptions, or avalanches. Other disasters include those brought on by extreme weather, such as major droughts, heat waves, and blizzards. However, the level of devastation is determined by the area’s resiliency and level of disaster preparedness. For example, building reinforcement and construction in Japan and California are built to withstand powerful earthquakes to a major degree. In contrast, in many areas of rural Southeast Asia, homes are traditional structures made of wood, stone, and concrete that often crumble during a mid-sized quake because they are not engineered structures built to withstand earthquakes.

For the purposes of this thesis, the focus is on the 2004 Indonesian earthquake and tsunami, along with the impact natural disasters have on human trafficking. The level of death and destruction from the dual disaster had not been seen for decades. The resulting massive tsunami was especially noteworthy since it was the first one to occur for decades. Prior to the 2004 tsunami, many people erroneously referred to this phenomenon as a tidal wave, even though the motion of the water is not at all related to tides. However, this particular event familiarized the international community with the Japanese word, “tsunami”. The 2004 Indian Ocean tsunami was the most deadly such event known in history. The international community responded immediately and worked together during the response and recovery efforts. Although certain regions have been unable to fully recovery, the level
of cooperation from various nations and international organizations played a significant role in the region’s overall recovery.

THE 2004 INDONESIAN EARTHQUAKE AND TSUNAMI

On December 26, 2004 00:58:53 (UTC), a magnitude 9.1 earthquake struck beneath the Indian Ocean west of Indonesia. The epicenter was about one hundred miles west of Sumatra and nearly twenty miles below sea level, located at the western edge of the Ring of Fire. This so-called Ring of Fire is responsible for approximately 80 percent of the world’s largest earthquakes. According to the United States Geological Survey (USGS), the December 26 earthquake was the third largest earthquake in the world since 1900 and the largest since the Prince William Sound, Alaska earthquake in 1964.

For many millions of years, the Indian plate has been moving beneath the area of Indonesia and Southeast Asia in the general process called subduction as the Indian plate moves north to collide with Asia and forms the Himalayan Mountains. This subduction and melting of the Indian plate actually formed much of the overlying Indonesian island arc with its volcanoes as a class convergent plate margin. During the 2004 event, there were two major convergent fault motions between these plates that ultimately caused an enormous tsunami. According to the National Science Foundation, the first phase of data shows that a rupture spanning about 250 miles long and 60 miles wide was created as a result of the earthquake, rapidly heading 1.7 miles per second northwest. At 18.6 miles deep, this was the longest plate rupture in history ever recorded. Shortly thereafter, another fault ruptured with the motion heading north towards the Andaman and Nicobar Islands. In addition to the two plate movements, the ocean floor rose by about sixteen feet and was offset to the west by about 20 feet. This produced a displacement of approximately seven cubic miles of water.

---


that generated the deadly tsunami. The earthquake was so large that early shock waves were measured by seismologists as far away as Oklahoma.\textsuperscript{56}

When the Indian plate moved beneath the Indonesia plate, major deformational events occurred. Some islands within the Indonesian arc were lifted above the water line and grew in size (See Figure 1).\textsuperscript{57} Meanwhile, other islands partially submerged underwater as those areas subsided (See Figure 2).\textsuperscript{58} After the earthquake, there are records of many new hills and depressions, permanently changing the topography both above land and undersea. In addition, the geography of the entire region shifted from the earthquake. On the average, it resulted in a 33-foot horizontal movement and a 13- to 16-foot vertical movement along the fault line. For instance, Sumatra’s northern tip moved an astounding 118 feet.

Figure 1. This island was uplifted and doubled in size as a result of the 2004 Indonesian earthquake. The original size of the island was as large as the green area covered by trees. Source: Sieh, Kerry. “What Happened During the 2004 Sumatra Earthquake.” California Institute of Technology Tectonics Observatory. Accessed March 5, 2012. http://www.tectonics.caltech.edu/outreach/highlights/sumatra/what.html.

\textsuperscript{56} Elleman, “Waves of Hope.”


\textsuperscript{58} Ibid.

As the ocean floor moved, the overlying water was displaced and caused the devastating tsunami. As the waves approached shallow coastlines, “their velocities and wavelengths reduce[d], while their amplitudes correspondingly increase[d], leading to significant rapid inundation of low-lying coastlines.”59 The 2004 Indonesian tsunami, or the Christmas tsunami known in the U.S., or the Boxing Day tsunami in Britain, is estimated to have released the energy of 23,000 Hiroshima-type atomic bombs.60 As a result, massive waves crashed onto the shores of 12 countries in the Indian Ocean. The first waves hit Sumatra about 25 minutes from the start of the earthquake, with waves reaching 100 feet in some places.61 Two hours later, the tsunami reached Thailand, subsequently arriving at

---


other countries in the Indian Ocean a few hours afterwards. Coastal towns in India, Sri Lanka, Bangladesh, the Maldives, Malaysia, Myanmar, and even the Seychelles Islands and parts of Africa were affected by the tsunami’s powerful waves. Furthermore, a number of tidal stations recorded slight activity in places such as Mexico, Chile, California, Alaska, and even Antarctica. The administrator of U.S. Agency for International Development (USAID), Andrew Natsios, – a key organization that assisted with relief efforts – stated, “In all my years in this line of work, I have never before seen a disaster that affects 12 countries, as this earthquake and tsunami have done. The velocity and force of the tsunamis that struck communities along the coast were ferocious. 150,000 or more people are dead. More than 1.5 million people are homeless or displaced.”\(^62\) As a result, the 2004 Indonesian earthquake and resulting tsunami is listed within the top ten disasters of the world (See Table 2).\(^63\)

**Table 2. Chart Showing the Deadliest Earthquakes in History**

<table>
<thead>
<tr>
<th>Deadliest Earthquakes in History</th>
<th>Fatalities</th>
<th>Year</th>
<th>Magnitude</th>
<th>Principal areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>830,000</td>
<td>1566</td>
<td>8.0</td>
<td>Shansi, China</td>
<td></td>
</tr>
<tr>
<td>265,000+</td>
<td>1976</td>
<td>8.0</td>
<td>Tongchuan, China</td>
<td></td>
</tr>
<tr>
<td>230,000+</td>
<td>2004</td>
<td>9.1</td>
<td>off west coast of northern Sumatra</td>
<td></td>
</tr>
<tr>
<td>230,000</td>
<td>1136</td>
<td>n.a.</td>
<td>Aleppo, Syria</td>
<td></td>
</tr>
<tr>
<td>222,570</td>
<td>2010</td>
<td>7.0</td>
<td>Haiti</td>
<td></td>
</tr>
<tr>
<td>200,000</td>
<td>1920</td>
<td>8.6</td>
<td>Gansu, China</td>
<td></td>
</tr>
<tr>
<td>200,000</td>
<td>1927</td>
<td>7.9</td>
<td>near Xining, China</td>
<td></td>
</tr>
<tr>
<td>200,000</td>
<td>1956</td>
<td>n.a.</td>
<td>Daraghan, Iran</td>
<td></td>
</tr>
<tr>
<td>150,000</td>
<td>1933</td>
<td>n.a.</td>
<td>Ardabil, Iran</td>
<td></td>
</tr>
<tr>
<td>143,000</td>
<td>1923</td>
<td>7.9</td>
<td>Kwanto, Japan</td>
<td></td>
</tr>
</tbody>
</table>


The number of deaths and level of destruction on December 26, 2004 was perhaps the worst seen from any tsunami in history. A total of 169,752 deaths and 127,294 people missing were reported on February 22, 2005 by the United Nations and other government agencies. The overall estimate of lives taken is 226,000 people. Indonesia was the worst affected with 122,232 deaths and 113,937 missing.\textsuperscript{64} The tsunami waves had various heights depending on the position of the shoreline and depths of the ocean floor, ranging from 12 feet to close to 50 feet high. Some areas even received more than one destructive wave without warning. Survivors of the first wave assumed it had passed, only to be swept away by the second, often larger, wave only minutes later.

Banda Aceh is a coastal town on the northern tip of Sumatra and was the hardest hit from the tsunami. Since Banda Aceh’s coastline was affected the greatest, this small coastal town reported a significantly high number of deaths due to several factors. Overall, the population of Banda Aceh had little knowledge and education in regards to the threat and warnings of a tsunami. After the initial earthquake, there was little preparedness and information of what was to potentially occur next. Furthermore, among the tsunami’s dead were many foreign tourists, mostly from Europe, who were vacationing along many coastal regions in Asia during their holiday season. Additionally, the residents living in the low-lying coastal regions lacked safe and sturdy building structures. In the Aceh Province, some structures and building sustained damage from the initial earthquake, but most of the damage was caused by the tsunami. Many of the homes and buildings were made mostly of wood, masonry, and concrete, therefore lacking strong reinforcement to sustain the wave’s powerful forces.

On the other hand, rural communities in Indonesia and Thailand knew to head toward higher ground from ancestral recollections and stories of past disasters. Interestingly, animals seemed to have sensed danger as many animals were seen congregating to higher ground prior to the tsunami’s arrival. There were few, if any, reports of animal carcasses found during the cleanup.

Amongst many of the deceased were children and women especially from Indonesia, Bangladesh, and India. Sadly, the United Nations Children’s Fund (UNICEF) estimates that approximately one third of the dead were children – with many more losses amongst girls than boys and a disproportionate number of more women than men.\textsuperscript{65} It is theorized that children and women were physically unable to outrun the fast-moving waves and unable to endure the might of the water and debris. For instance, in Sri Lanka, women and children accounted for a majority of the 30,000 deaths reported.\textsuperscript{66} More boys than girls were probably more fit and capable of avoiding the waves by climbing trees and large buildings, in addition to knowing how to swim. In many instances, relief organizations found that culture and customs in rural villages contributed to the gender disparities amongst the dead, “such as women’s long hair, confining saris, extreme sense of modesty and selfless commitment to husbands and children.”\textsuperscript{67} In some countries, such as Sri Lanka, women and girls do not learn how to swim in order to maintain their modesty. As relief agencies heard more stories of how loved ones passed, “Often, they hear that men survived by climbing trees to escape the swirling waters but that women were hindered from escaping by fear of tearing or losing their clothes and exposing themselves in a way that would have broken a strong cultural prohibition.”\textsuperscript{68} These cultural and social traditions greatly contributed to a large number of female deaths.

Another factor which contributes to the large gender disparity of deaths is the location of the women and men during the time of the tsunami. Women in Indonesia and elsewhere in Southeast Asia tend to stay home doing housework and taking care of children; meanwhile, the men are out working in perhaps safer environments – either out in the ocean fishing or in further inland locations. The tsunami hit Indonesia around eight o’clock in the morning, when the men had just left for work, thereby trapping many women and children in their homes.


\textsuperscript{66} Elleman, “Waves of Hope.”


\textsuperscript{68} Ibid.
Bruce Elleman, author of “Waves of Hope” from the Naval War College explains, “Measured in lives lost, the Indonesian earthquake and tsunamis collectively qualify as one of the ten worst disasters in recorded history. In terms of dead and missing together, however, the tsunamis alone represent the single worst tsunami event, specifically, in known history.” Elleman clarifies this as an important distinction since the event was often misreported as being the worst disaster in history. This is not the case according to our world’s history records, which lists several disasters with far higher death tolls. For example, in 1931, the Huang He River in China flooded and killed as many as 1 million to 3.7 million people. Although this river has a history of deadly floods, this was one of the worst disasters recorded in history. Therefore, the 2004 Indonesian tsunami was the worst tsunami on record – not the worst disaster in history.

The earthquake and subsequent tsunami not only took many lives, but also destroyed the geography and landscape of many coastal communities. Much of the destruction took many years to rebuild, whereas the geography in other areas is permanently destroyed. Banda Aceh, which lies at the northern tip of Sumatra, suffered nearly 500 miles of coastal destruction (See Figure 3). Furthermore, the tsunami devastated approximately 40,000 hectares of rice paddies and contributed to the loss of 70 percent of the fishing industry in Indonesia. The economic ability of the population to provide for themselves was also thus lost, further intensifying the need to find alternative livelihoods for the survivors of the tsunami.

Following the first major earthquake on December 26, hundreds of aftershocks were recorded. Aftershocks were felt around the entire Indian Ocean region for weeks and months after the initial quake. The most significant quake measured as a magnitude 8.7 on the

---

69 Elleman, “Waves of Hope.”


Figure 3. Location is the northern shore of Banda Aceh. The top picture was taken on June 23, 2004; the bottom picture taken on December 28, 2004. Source: Guardian. “Tsunami Disaster in Indonesia.” Accessed March 6, 2012. http://www.guardian.co.uk/pictures/image/0,8543,-10105093192,00.html.

Richter scale on March 28, 2005 (See Figure 4). It was located 2.076°N, 97.013°E, southeast of the epicenter of the December 2004 earthquake and caused additional damage and created another, yet small and localized, tsunami.

A comparable and more recent natural disaster occurred on March 11, 2011 in Japan. A magnitude 9.0 earthquake struck the northeast coast of Honshu, Japan at 05:46:24 (UTC),

---

73 Fehr et al., eds., Managing Tsunami Risk, 2-3.
74 Ibid.
which subsequently caused a massive tsunami ravishing and destroying parts of Japan. Waves with heights of up to thirty feet destroyed many coastal towns of the Fukushima, Iwate, and Miyagi prefectures. According to the USGS, at least 15,703 people were killed, 4,647 people went missing, 5,314 injured, 130,927 were displaced, and at least 332,395 buildings were destroyed or damaged along the east coast of Honshu from Chiba to Aomori.

The tsunami’s waves were felt across the globe in places such as Indonesia, South Korea,

---

South America, and the West Coast of the United States. Not only did Japan experience a tragic earthquake and deadly tsunami, but major damage to the nuclear power plants in Fukushima Daiichi became Japan’s tertiary concern.

Although the destruction from the 2004 earthquake and tsunami in Indonesia is commensurable to the 2011 disasters in Japan, there are several significant differences. Unlike Banda Aceh and other regions in Indonesia, Japan is a highly developed and industrialized country. The total economic loss to Japan was estimated at $309 billion76 versus an estimated $10 billion in a combined economic loss in Indonesia, Thailand, Sri Lanka, and India.77 The world-renown fishing industry in Japan was the hardest hit and contributed to the country’s largest loss. Other large businesses, such as Japan’s auto and technology industries, were also greatly affected. However, in terms of disaster preparedness, Japan’s sophistication proved advantageous in the disaster’s aftermath.

The two earthquakes – Indonesia’s 2004 quake and Japan’s 2011 quake – were nearly equivalent in magnitude and approximately the same distance offshore, but no two disasters are the alike. The disaster in Southeast Asia resulted in approximately 200,000 deaths, whereas Japan’s death toll was far less. Differences in numbers of deaths demonstrate the level of preparedness between the two countries. “There’s a reason we use a Japanese word to describe this phenomenon, because Japan’s been hit so many times,” says Lori Dengler, a seismologist and tsunami expert at Humboldt State University.78 Japan’s ingenuity and development of disaster preparedness includes high seawalls to protect against tsunamis, “early warning instrumentation systems to sense earthquakes on the ocean floor,”79 structurally-sound buildings to withstand earthquakes, and teaching earthquake and tsunami preparedness to children at an early age. In contrast, Indonesia was left vulnerable since they did not have comparable early warning technology or knowledge to recognize the warning signs of a potential tsunami.

76 Ibid.
77 Fehr et al., eds., Managing Tsunami Risk, 10.
79 Ibid.
In contrast to Indonesia, the technological advancements of Japan also allowed the world to witness the tsunami on March 11, 2011. Japan had numerous cameras placed around the cities, which caught the incredible and unbelievable footage of the earthquake and tsunami as it unfolded. The 2011 Japanese tsunami is thought to be the most recorded natural disasters in history. Much of the footage also came from the tsunami’s survivors who were given ample warning of the arriving waves and fled to higher ground. In Japan, the popularity of cellular phones with video capability enabled many amateur videos to be viewed around the world. As a result, live footage enabled world viewers to emphasize with the people of Japan. Conversely, a majority of video and photographic footage from Indonesia was mostly from the disaster’s aftermath.

Nonetheless, the challenges of rebuilding and restoring pre-disaster conditions to both Indonesia and Japan have been overwhelming. For Indonesia, reconstruction took several years and nearly seven years later, some regions are still struggling to rebuild. Japan is no exception, as their recovery process is still ongoing. Namely, the Fukushima Daiichi nuclear disaster, which is equivalently ranked to Chernobyl’s seriousness, is predicted to take as long as 40 years to control.  

**Response by the International Community in Indonesia**

International humanitarian assistance and disaster response are crucial for a country’s recovery. Individual monetary donations and pledges from other governments support relief organizations to deliver food, water, and other supplies for disaster victims. Donations and on-the-ground work assist in the immediate relief efforts, in addition to the country’s crucial long-term recovery. A successful recovery requires efficient and well-coordinated communication and cooperation amongst the various international organizations, governments, military, and the affected community. After initial reports of the earthquake and tsunami in the Indian Ocean, responding governments and organizations were confronted by a multi-faceted and unique challenge.

---

International relief agencies immediately responded after reports of the Indian Ocean disaster. The U.S. military’s cooperation and ability to work closely with the numerous relief agencies, was critical to the mission’s success. Among the numerous agencies include, UNICEF, World Health Organization (WHO), Save the Children, Medicins Sans Frontières, and the International Federation of Red Cross and Red Crescent Societies. For example, UNICEF established itself in affected regions in order to tend to the vast population of children and provide them critical food, shelter, medicine, and special aid. Also, WHO personnel grew increasingly concerned that death tolls could potentially double, as chances of communicable diseases threatened the remaining survivors. Their main concern concentrated on the limited availability of relief supplies, such as food, water, and medicine. Consequently, widespread disease would have caused a second round of massive death and long-term suffering.

For many countries and international aid organizations, the magnitude of the 2004 Indonesian earthquake and tsunami was beyond comprehension. First, the lack of an early tsunami warning system in the Indian Ocean region left many countries ill-prepared and unaware of the oncoming disaster. Second, the inaccuracy of initial reports of deaths and the severity of the situation prevented foreign aid from arriving as quickly as it should have otherwise. “Only belatedly did the governments in the affected areas announce that they were able to cope by themselves and only two or three days after the tsunamis struck did the international press begin to understand and report the true scale of the disaster.” Lastly, the earthquake and resulting tsunami caused massive destruction, causing several logistical challenges for international relief organizations and United States military.

In Indonesia, the lack of a tsunami warning and inefficiency in reporting the destruction contributed to the massive loss of life and delay in delivering foreign aid to essential areas. Potentially, thousands of lives could have been saved if local governments implemented early warning systems. Unlike the Pacific Tsunami Warning Center (PTWC)

---

81 Elleman, “Waves of Hope.”
83 Elleman, “Waves of Hope.”
located in the Pacific Ocean, which provides warnings of tsunamis to countries in the Pacific Basin, the Indian Ocean region lacks a similar forewarning system. The earthquake was detected by seismologists, so a tsunami was predicted to occur, but the location, time and strength were unknown. Knowing the potential for a tsunami, Charles McCreery, director of the PWTC, sent warnings to the U.S. Navy and U.S. State Department, Australia’s government, and the American military base on the island of Diego Garcia. Subsequently, the State Department passed on the information to India, but “Indian government officials later denied that they had received any such warning, leading some to suspect a cover-up.”

Nonetheless, with logistical constraints and doubts that accurate information would reach the right people, the PWTC unsuccessfully sent warnings to Southeast Asian governments. Ultimately, on December 29, 2004, President George W. Bush promised funding for a worldwide system for natural disasters. Thus, on February 9, 2005, President Bush pledged $35 million to assist in the construction of an early tsunami warning system in the Indian Ocean, earmarking $23 million to enhance the international and U.S. tsunami warning system, and $12 million to strengthen early tsunami warning and disaster mitigation in other Indian Ocean countries.

Secondly, this disaster showcases the important and integral role the international press has when it comes to understanding and planning a successful global relief effort. Early reporting from the international media was severely lacking and unclear in certain areas, whereas other initial information was misreported. Thus, the overall response by the international community was inconsistent and disorganized. “It would take several days, and in some areas almost a week, before a true picture of the devastation was available.” For example, preliminary reports of the disaster arrived to the U.S. on Sunday, the day after Christmas. At this point, the total number of deaths was estimated to be just over ten thousand, putting the number of dead per country in the low thousands. The major

84 Ibid.
85 Ibid.
86 Ibid.
underreporting of deaths severely slowed the global response to the catastrophe. Furthermore, Bruce Elleman explains,

The main problem appears to have been that seasoned international reporters went out of their way not to exaggerate their estimates, reporting thousands of dead when the real figure was well over a hundred thousand for Indonesia alone. Undoubtedly, and understandably, these journalists were concerned that over reporting casualties might lead to accusations of sensationalism. But their reaction gave a falsely reassuring impression to the rest of the world.87

Third, the severe damage caused by the earthquake and following tsunami desecrated all roads and bridges in Banda Aceh, the hardest-hit region, causing many logistical challenges for relief workers and the U.S. military. Over 100 miles of coast was inaccessible by land, thus cutting off critical supplies to survivors. In turn, the U.S. Navy implemented sea basing, forward sea-based logistics, helicopter access, communications, and ship-based medical care.88 Air access became the key to the success of the United States Navy and other military forces from Australia, Japan, Singapore, Russia, France, and Malaysia.

Due to the inaccuracy of early reports, major foreign aid contributors, such as the U.S., European Union, Australia and Japan, were sluggish to react, with a total preliminary pledge of $100 million in relief aid.89 However, as more updated reports came in on the true destruction, the international community increased their donor support. For example, in President Bush’s first public statement on December 29th, he pledged $15 million in disaster relief aid. Nonetheless, by this time, the disaster’s true magnitude was understood and his minute offer was greatly criticized around the world. Therefore, following President Bush’s announcement, USAID pledged another $20 million, increasing America’s relief aid to $35 million. Accounting for part of the pledge, Bush announced the deployment of U.S. military assistance: a Marine expeditionary unit, the Abraham Lincoln aircraft carrier, and the maritime pre-position squadron from Guam.90 Despite the President’s offers, the Bush Administration continued to receive criticism, especially after the incoming of new casualty

---

87 Ibid.
88 Ibid.
89 Ibid.
90 Ibid.
figures. Therefore, on December 31, 2004, Bush announced the increase of U.S. aid of $350 million – perhaps the largest humanitarian effort in American history up to that time (now surpassed by Haiti).

The timing of Indonesia’s disaster was another contributor to the delayed reaction from the United States. On Saturday, December 25, 2004, the day the earthquake struck, many officials in Washington D.C. were on holiday break. Although news of the disaster did not reach the U.S. until Sunday, there was a minimal number of staff on duty at the White House, Congress and the Pentagon. Nevertheless, Admiral Thomas Fargo, commander of the U.S. Pacific Command (PACOM) and Admiral Walter Doran, commander of the Pacific Fleet, both located in Honolulu, Hawaii, immediately directed ships to Southeast Asia. Furthermore, Admiral Fargo setup an Operations Planning Team (OPT). On December 28, just days after the tsunami, Joint Task Force (JTF) 536 was tasked to plan and implement Operation UNIFIED ASSISTANCE, which quickly evolved into a major Department of Defense (DoD) effort. A detailed account of UNIFIED ASSISTANCE and further relief efforts will be discussed later in Chapter 4.

Humanitarian assistance and disaster relief from local and international organizations is a key component to a region’s recovery. Relief funds and sufficient supplies, such as food, water, and medicine, are crucial to aid in a region’s recovery, but not the only determining factors to a successful relief mission. Without a well-coordinated and planned relief effort, the responding agencies may cause more harm than good.

**LONG-TERM EFFECTS**

As previously mentioned, there is potential for a country to withstand long-term and devastating consequences if proper and thorough relief aid is not administered in the aftermath of a disaster. Areas that suffer severe damage from a natural disaster could potentially be deemed uninhabitable for months, years, or permanently. However, the country’s landscape and building structures are not the only entities affected by destructive natural disasters; the community’s population may be negatively impacted as well. For example, floods and droughts are forcing groups of people to flee their country, consequently
contributing to the increase in number of refugees around the world. The United Nations estimates there are approximately 10.5 million refugees seeking asylum and safety.\footnote{“Refugee Figures,” UNHCR – The UN Refugee Agency, accessed March 16, 2012, http://www.unhcr.org/pages/49c3646c1d.html.} These refugees and victims of natural disasters face many dangers and endure long-term negative effects. Following a natural disaster, a population may face temporary or long-term health effects, psychological trauma, and/or threats to their personal safety. The potential consequences to populations are many, but my main focus for this thesis will be human trafficking.

Numerous international agencies and non-profit organizations (NGOs) have varying mission statements which address one or more of the potential short-term and long-term hazards to a post-disaster community. For example, the United Nations has several divisions designated to protect communities from certain dangers, which include but not limited to, the UN Children’s Fund (UNICEF), UN Office on Drugs and Crime (UNODC), and UN High Commissioner for Human Rights (UNHCR). First, children are often disproportionately affected in the aftermath of a natural disaster and become orphans as they may be the sole survivors of their family. Consequently, the children walking the streets quickly become targets for child traffickers. Therefore, agencies such as UNICEF strive to protect children across the globe from these various threats. Secondly, UNODC focuses not only on illegal drugs and narcotics, but human trafficking and organized crime as well. In post-disaster situations, women and children are especially vulnerable to human traffickers who seek to exploit them. Organized crime syndicates are often the traffickers who make large profits from their victims, involved in forced labor or sexual exploitation. UNODC works to prevent and combat human trafficking by protecting victims and seeking to implement anti-trafficking laws state-wide. Third, UNHCR was created to protect the well-being of refugees. Whether as a result from war, conflict, or a natural disaster, refugees flee to seek asylum.

External factors, such as climate change, leave certain regions of the world more vulnerable to natural disasters, thus disproportionately impacting certain groups of people. “Although there is growing awareness of the perils of climate change, its likely impact on
human displacement and mobility has received too little attention.\textsuperscript{92} Many governments and agencies such as the UN have advocated that as a result of climate change, it is predicted that natural disasters, such as hurricanes, tornados, floods, and major droughts, may increase. Many of these groups have pointed out that the number of recorded natural disasters has doubled over the last two decades, from around 200 to over 400 per year, though how disasters are counted has obviously changed as well. Furthermore, it is estimated that nine out of ten natural disasters are climate-related.\textsuperscript{93} Many of these agencies raising the alarm of climate change in the next several decades have raised concerns of sea levels rising, which may eventually force coastal communities to relocate, but the hard evidence for this is difficult to respond to within the short geologic time frame that we are able to observe. With the much greater global connectivity however, clearly major disasters around the world impact nearly every part of the world, so the dangers of climate change over coming decades is really overshadowed by the global dependency and interconnectedness that is already here. Major events such as natural disasters have the grave potential to negatively affect a community for a short or long period of time. For example, certain regions, such as Southeast Asia, have experienced extreme storms and deadly floods; whereas other regions, such as eastern Africa, are suffering through major drought and famine. Both extremes cause widespread suffering, disease, and even death. Furthermore, in order to escape their current situations, populations often move or migrate to safer, more inhabitable locations, much as has been done through history.

The international aid community such as the UN has drawn attention to the scientific issues of climate change, theorizing causes and explanations to this phenomenon. However, there has been minimal mitigation focused on the long-term impacts of climate change to certain societies. Severe storms, flooding, and major droughts are thought to unduly affect the developing world, forcing them to relocate in many cases. UNHCR is an organization which recognizes this issue – an issue that has the potential to exacerbate the safety of


refugees and internally displaced people. As the weather changes, essential resources such as water are likely to become scarce. Many crops and livestock are the most vulnerable when the landscape becomes too dry or too damp, therefore severely limiting critical resources. According to the UNHCR, people will attempt to adapt to the environment, but most will be forced to move in order to survive. “This has the potential to spark conflicts with other communities, as an increasing number of people compete for a decreasing amount of resources.”

In many cases, women and children become the most vulnerable, not only to disease and death, but to violence and organized crime. As levels of desperation increase, the likelihood of human trafficking, such as forced labor, debt bondage and sexual exploitation will increase as well.

NATURAL DISASTERS AND HUMAN TRAFFICKING

In post-conflict environments or in post-disaster situations, women and children are disproportionately affected. Not only are they more vulnerable to injury and disease, but they are more susceptible to organized crime syndicates, such as human traffickers. As discussed in Chapter 2, human traffickers prey on the vulnerabilities of others by using coercion, violence, and manipulation with means of exploitation. Although the linkage between aftermaths of natural disasters and human trafficking is essentially unexplored, it is one that needs to be addressed by all international relief organizations and the U.S. military during humanitarian assistance/disaster response (HADR) missions.

What is the linkage between human trafficking and natural disasters? In many cases, children are the most vulnerable since they are either left orphaned or sold by family members desperate for food, water, and money. Oftentimes, these children’s situations leave them vulnerable to human trafficking before disaster strikes, where children and their families live in a level of poverty with limited education and resources. A natural disaster generally pushes the family over the brink of desperation and their children are subsequently sold for money and food. For instance, the organization ECPAT International (End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes) reported

---

cases of human trafficking after major droughts in Swaziland in 2007. Numerous children were pulled out of school and their families traded their children’s bodies for food and water. Furthermore, ECPAT International uncovered an increase in human trafficking after the floods in India in 2008. Vulnerable girls were sold as brides into forced marriages and children were sent to work as bricklayers and seamstresses to make up for lost business.

In the case of Indonesia, human trafficking was present prior to the tsunami, but had the potential to worsen after the disaster, particularly in Banda Aceh. Indonesia is mainly a source country for trafficking, but internal child trafficking is particularly widespread. Specifically, forced domestic servitude and forced/child prostitution are commonly seen within the country. UNICEF estimates there are about 100,000 Indonesian women and children trafficked each year. Approximately one third of sex workers are under 18 years of age, with a total estimate of 40,000-70,000 Indonesian child victims. Furthermore, child trafficking in Indonesia is due to “poverty and lack of economic opportunities for young people, the low status of girls, high demand for commercial sex, cheap labor, weak law enforcement, discrimination and conflict.”

In the aftermath of the 2004 Indian Ocean earthquake and tsunami, women and children were especially vulnerable to be recruited or kidnapped by human traffickers. However, due to the clandestine nature of this crime, there is currently little public information on this problem occurring in Indonesia or elsewhere in the affected regions. Although several NGOs and international organizations acknowledged this issue after the tsunami, little, if any, research was done previously to address the increased rates of human trafficking after natural disasters.

During a briefing to discuss Southeast Asia’s post-tsunami reconstruction, USAID Administrator, Andrew Natsios, explained four principles that guided USAID’s work in the Indian Ocean region. Their first two principles focused on acting and delivering aid as soon

---


96 Ibid.


98 Ibid.
as possible, in order to save lives and minimize the disaster’s long-term economic impact. The third principle is the most important in terms of safeguarding potential victims of human trafficking – individuals deemed the most vulnerable, which included unaccompanied minors and widowed women. Natsios states, “Already we hear stories of displaced women being raped or exploited; of homeless teenagers who are potentially susceptible to recruitment into local rebel armies in Sri Lanka and Indonesia; of orphaned children becoming potential targets for child traffickers.”

UNICEF is another example of a key agency working to protect victims of child trafficking. Approximately one third of the 2004 tsunami victims were children, so UNICEF worked tirelessly to treat children from physical and psychological trauma and to protect orphaned and homeless children. According to UNICEF, they registered 700 separated children, identified 60 unaccompanied children, processed more than 2,000 tracing requests and were able to reunify 35 children with their families. However, this is only a small part of affected population, where many children are likely not to have been counted.

Several trends contribute to the vulnerability of women and children in post-disaster situations. In various countries, social and cultural traditions place the needs of women last. As previously mentioned, women are told to place their husbands and children first, often leaving them to perish in the disaster’s wake. In the chaos after a natural disaster, women are also susceptible to violence and sexual assault. Even in the long-term recovery of a disaster, women are even more at risk due to a lack of resources and education. In poor developing countries, women do not have sufficient resources or knowledge of their basic rights nor the confidence to make decisions of their own well-being. Commonly, traffickers bring their victims across international borders to a country where the language and location are foreign. Thus, the woman’s dependency on their trafficker increases, as they are forced further into

99 Natsios, “Post-Tsunami Reconstruction.”
isolation. Ultimately, each of these factors leaves women more prone to labor and sexual exploitation, forced marriage and poverty.

Furthermore, after a massive natural disaster, such as a tsunami, children are sometimes the sole survivor of their family. Orphans are left walking the street alone without food, water, and shelter; therefore, these unaccompanied children are perfect targets for child traffickers. Children with handicaps or disabilities and those from ethnic or religious minorities are also targets for traffickers. Traffickers occasionally manipulate and coerce these children into thinking that they will be provided with shelter, safety, and job opportunities. Most often, these situations quickly turn into abuse and exploitation. After the 2004 Indonesian tsunami due to concerns of child trafficking, the Government of Indonesia (GOI) placed a freeze on all adoptions in Aceh. Alternatively, children were placed with Acehnese families under temporary foster care. Acehnese children under the age of 16 were not even allowed to leave the country without a parent guardian. In some cases, adoption agencies froze adoptions for up to two years, since they wanted to ensure enough time was dedicated in seeking family members, thereby leaving adoption as the last option.

Despite all the tragedy caused by the tsunami’s destruction, few stories of success arose from Indonesia. In an article in the Huffington Post, a story of a girl was reported to have been reunited with her family after seven years after being swept away by the tsunami’s waves in 2004. When the waves struck, the girl was only 8 years old at the time and had no way of knowing how to contact her family. The article reports, “Not long after the wave hit she was ‘adopted’ by a woman who called her Wati and forced her to beg, sometimes beating her and keeping her in the streets until 1 a.m.”101 When she was 15 years old and no longer bringing in money, she was told to leave and look for her family. Unfortunately, this is one of few successful stories of child victims who are returned to family members after their ordeal.

However, in spite of these trends leading to the vulnerability of women and children, it is fundamentally the responsibility of the state to protect the innocent. In countries where

---

human trafficking is rampant, it is often noted that the government has not adopted strict measures to combat and prevent trafficking in persons. More on combating trafficking by NGOs and the United States will be discussed further in Chapter 5. Continued attention, resources, and research is necessary to understand the long-term consequences of natural disasters, specifically human trafficking.
CHAPTER 4

OPERATION UNIFIED ASSISTANCE

DoD RESPONSE IN INDONESIA

As previously discussed, certain populations become extremely vulnerable to human rights violations after a natural disaster. International relief organizations and responding governments should be aware of this potential in the immediate and long-term aftermath of any disaster. Since the Department of Defense (DoD) plays such a significant role in response and recovery efforts in large-scale disasters, there is a likelihood for troops to encounter cases of human trafficking. This research therefore focuses on the DoD’s role in preventing human trafficking because they have such a large potential to make a difference. However, it is important to first detail the response by the DoD after the 2004 Indonesian tsunami before explaining their role in combating human trafficking.

Humanitarian relief has long been a distinguished part of the mission of the United States military, especially the U.S. Navy. During the unprecedented aftermath of Indonesia’s tsunami, the United States Navy played a significant role in the extensive international humanitarian relief efforts. However, the magnitude of the earthquake and subsequent tsunami in the Indian Ocean brought several challenges to U.S. military personnel. Conducting a majority of their operations by sea, the U.S. Navy worked in coordination with the Indonesian government and military to deliver emergency food and other essential supplies, in addition to providing immediate medical treatment to thousands of injured people along the Northern Sumatran coast.

Upon initial reports of the devastating disaster, U.S. Pacific Command (PACOM) instantaneously established an Operations Planning Team (OPT), per the direction of Admiral Thomas Fargo, located at PACOM Headquarters at Camp H.M. Smith in Honolulu, Hawaii. Days after the tsunami on December 28, the Joint Task Force 536 (JTF 536) was created to coordinate and execute Operation UNIFIED ASSISTANCE under the command of Lieutenant General Robert R. Blackman, Jr., commanding general of the 3rd Marine Expeditionary Force. Only a few days later, on January 3, PACOM changed the task force’s
name to Combined Support Force 536 (CSF 536), to indicate the multinational effort by military forces from the U.S., Australia, Japan, Singapore, Russia, France, and Malaysia. The focus of these international forces concentrated on Indonesia, Sri Lanka and Thailand; however, the U.S. Navy’s central mission was northern Indonesia, which endured the most damage. From Hong Kong, a strike group led by USS *Abraham Lincoln* (CVN 72) and a seven-ship expeditionary strike group led by USS *Bonhomme Richard* (LHD 6), a helicopter/dock landing ship, departed from Guam (See Table 3). Furthermore, the hospital ship USNS *Mercy* was activated by the Department of Defense (DoD) and left San Diego on January 8, 2005. Only ten days after the massive tsunami, UNIFIED ASSISTANCE had 13,435 American military personnel involved, with over 25 U.S. Navy ships, 45 fixed-wing aircraft, and 58 helicopters. Also, according to reports from January 14, 2005, Combined Support Force 536 distributed 2,700,000 pounds of water, food and other relief supplies to the Aceh province.

Ultimately, all major roads and bridges were completely destroyed from the tsunami’s powerful waves. Therefore, sea-based logistics and the significance of helicopter air lifts became essential in the successful humanitarian mission. Throughout the majority of the operation, helicopters became an essential means to deliver supplies to victims onshore and enabled military personnel and relief workers to land directly on-the-spot where aid was most needed. Due to the political climate of the Aceh coast – a region dominated by Muslims and an area with an active domestic insurgency – the Navy’s sea-basing activities attested to be the best method of response. Bruce Elleman explains, “‘Hard power’ assets, like the aircraft carrier and support ships provided by the U.S. Navy, in conjunction with air support and

---

102 Elleman, “Waves of Hope.”
103 Ibid.
104 Ibid.
106 Elleman, “Waves of Hope.”
Table 3. List of U.S. Naval Units Active in Operation UNIFIED ASSISTANCE

<table>
<thead>
<tr>
<th>CARRIER STRIKE GROUP (CSG)</th>
<th>Expeditionary Strike Group (ESG)</th>
</tr>
</thead>
<tbody>
<tr>
<td>USS Abraham Lincoln (CVN 72) CSG</td>
<td>USS Bonhomme Richard (LHD 6) ESG</td>
</tr>
<tr>
<td>USS Shiloh (CG 67)</td>
<td>USS Duluth (LPD 6)</td>
</tr>
<tr>
<td>USS Benfold (DDG 55)</td>
<td>USS Rushmore (LSD 47)</td>
</tr>
<tr>
<td>USS Shoup (DDG 86)</td>
<td>USS Mitsus (DDG 69)</td>
</tr>
<tr>
<td>USS Louisville (SSN 724)</td>
<td>USS Bunker Hill (CG 52)</td>
</tr>
<tr>
<td>USNS Rainier (T-AOE 7)</td>
<td>USCGC Munro (WHEC 724)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Carrier Air Wing (CVN) 2:</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>VFA-2 (F/A-18F)</td>
<td>HSL-47 Det. (SH-608)</td>
</tr>
<tr>
<td>VFA-137 (F/A-18E)</td>
<td>HS-Z (HH-60H/P)</td>
</tr>
<tr>
<td>VFA-151 (F/A-18C)</td>
<td>HC-11 (MH-60S)</td>
</tr>
<tr>
<td>VFA-82 (F/A-18G)</td>
<td></td>
</tr>
<tr>
<td>VAC-131 (EA-18B)</td>
<td></td>
</tr>
<tr>
<td>YAW-116 (E-2C)</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>OTHER U.S. NAVY SHIPS IN THE AREA OF OPERATIONS</th>
<th>WestPac Express</th>
</tr>
</thead>
<tbody>
<tr>
<td>USS Swift (HSV 2)</td>
<td></td>
</tr>
<tr>
<td>USNS Watson (T-AKR 310)</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>MILITARY SEALIFT COMMAND SHIPS IN THE AREA OF OPERATIONS</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>USNS Mercy (T-AH 19)</td>
<td>MV 1st Lt. Jack Lummus (T-AK 3011)</td>
</tr>
<tr>
<td>MV Cpl. Louis J. Hauge Jr. (T-AK 3000)</td>
<td>SS Maj. Stephen W. Pless (T-AK 3007)</td>
</tr>
<tr>
<td>MV Pfc. James Anderson Jr. (T-AK 3002)</td>
<td></td>
</tr>
<tr>
<td>MV 1st Lt. Alex Bonnyman (T-AK 3003)</td>
<td></td>
</tr>
<tr>
<td>USNS 1st Lt. Harry L. Martin (T-AK 3015)</td>
<td>USNS Tipperancee (T-AO 199)</td>
</tr>
<tr>
<td>USNS John Ericsson (T-AO 194)</td>
<td>USNS John McDonnell (T-AGS 51)</td>
</tr>
<tr>
<td>USNS San Jose (T-AGS 65)</td>
<td>USNS Mary Sears (T-AGS 5)</td>
</tr>
<tr>
<td>USNS Concord (T-AGS 5)</td>
<td>USNS Niagara Falls (T-AGS 3)</td>
</tr>
</tbody>
</table>


personnel from the Army, Marine Corps, and Air Force, provided tremendous ‘soft power’ effects.’’

The urgency and magnitude of the 2004 Indonesian tsunami generated many logistical challenges for the U.S. Navy ships. “The breadth and complexity of PACOM’s and CSF 536’s goals, the principles under which UNIFIED ASSISTANCE was to operate,

---

107 Ibid.
and the diversity of organizations involved made the sea-basing aspect of the operation particularly challenging."\textsuperscript{108} For instance, on December 27, a few days after the tsunami, the USS \textit{Abraham Lincoln} diverted to Thailand rather than Korea as originally planned. Subsequently, on December 30 as more accurate information on the extent of devastation came in, \textit{Abraham Lincoln} was then directed to head towards northern Indonesia. Furthermore, the extent and details of the operation were unclear and essentially unknown until two or three days on their way to northern Indonesia.

Indonesia’s dual-disaster prompted numerous multinational organizations and military to assist in the humanitarian assistance and disaster relief efforts. In the initial phases of the recovery process, it became challenging to coordinate each nation in conjunction with the government of Indonesia. Thus, the United Nations became a critical component in coordinating meetings and strategizing relief efforts with Indonesia and auxiliary nations. Also, since accurate information from the disaster was so unreliable, it became extremely difficult for personnel to plan ahead. Therefore, the U.S. Navy created the Joint Planning Group (JPG). The JPG first met on December 28 and twice a day thereafter in order to anticipate and plan the various scenarios of the disaster. Since information from PACOM and various media outlets were incomplete, the JPG had to plan for every possible situation. There were also many last-minute changes, which required the JPG to work diligently and expeditiously. For example, there were concerns that the force’s oilers for refueling were still headed towards Korea. Thus, “the JPG had to reorganize almost overnight a logistics schedule that is normally planned three or four months in advance.”\textsuperscript{109}

The Joint Planning Group subsequently created crisis action teams (CATs) to manage specific phases of the mission and took responsibility for many daily operations. CATs sought highly qualified volunteers with specified experience in disaster relief, such as specialists capable of rebuilding Banda Aceh’s infrastructure. In addition to meeting specific requirements, volunteers were given background checks, health screenings, and training. Lastly, volunteers and service members were provided a culture brief upon their approach to

\textsuperscript{108} Ibid.
\textsuperscript{109} Ibid.
Indonesia – a nation with the world’s largest Muslim population. Training included possible situations of conflict, mitigation of potential problems with local residents, and reviews of certain American cultural habits to avoid.

The U.S. Navy became the chief coordinator and main entity responsible for maintaining the logistical flow of relief supplies. Supplies arriving into Banda Aceh came from many regions and organizations, to include U.S. Navy ships, Air Force C-130s, C-5s, and C-17s from Utapao and Singapore; USAID; dozens of nations; international NGOs; and the Indonesian government. However, no matter where the supplies originated, the U.S. Navy’s sea-based ships were essential in coordinating a successful logistical outflow of supplies.

Throughout the entire duration of UNIFIED ASSISTANCE, the smooth transportation of relief supplies was the main priority. The movement of supplies was largely orchestrated by the Abraham Lincoln. Personnel aboard the Abraham Lincoln successfully maintained an orderly line of communication and coordination with organizations ashore, which ensured a sufficient, constant supply of aid. Additionally, everyday operations were carefully planned and communicated to everyone onboard, in order to maintain a daily maximum amount of effort.

After completing a successful mission, the stay by U.S. military forces in Indonesia was less than six weeks. Although the Indonesian government appreciated the assistance from the United States, it asked all American military to be withdrawn by March 2005. Leaders aboard the naval ships agreed to this timeline and felt confident that the country had recovered to a safe extent. On February 23, 2005, UNIFIED ASSISTANCE officially ended. The mission encountered many unique challenges, lessons learned and achievements during their stay in northern Indonesia, while also fortifying the relationship between the U.S. and Indonesia (See Figure 5)

110 Ibid.
111 Ibid.

**UNIQUE CHALLENGES**

Due to Indonesia’s political situation, U.S. forces encountered several unique cultural challenges. Although the military’s sea basing strategy was a key component to avoiding certain situations, the operation remained challenging, nonetheless; “U.S. forces dealt with force protection on an ongoing basis.” [112] Indonesians were equally concerned with the presence of international organizations and U.S. military, which stemmed from a clash of religious and political perspectives. Thus, Indonesians wanted all foreigners to focus their efforts solely on humanitarian relief for their country; similarly, foreigners assured that their time spent would only be as long as their mission was complete.

[112] Ibid.
Banda Aceh is a city which adheres to strict Islamic policies and traditions with a large presence of the Free Aceh Movement (Gerakan Aceh Merdeka, GAM). In summary, the Free Aceh Movement fought for Aceh to become a free and Islamic state since the 1970s. In the 1980s, many media outlets and NGOs reported hundreds of human rights tragedies where victims were accused of being members of a rebel organization. Banda Aceh remained classified as one of Indonesia’s three “trouble spots”113 as conflict and fighting between GAM rebels and Indonesian troops fluctuated. Finally, in May 2004, the Indonesian government downgraded the region’s status from martial law to civil emergency.114 While a cease-fire was declared on December 27, 2004, just a day after the tsunami, reports of fighting between government forces and insurgents from GAM erupted in early January. As a result, relief aid was blocked for eight hours.115 One report explains that if U.S. troops arrived just a few weeks prior, it would have produced a nationwide protest around Indonesia.116 Nevertheless, the Free Aceh Movement had little presence during Aceh’s disaster recovery and the Indonesian military focused its attention on disaster relief, rather than battling rebel groups.

Secondly, in early January 2005, the Laskar Mujahidin organization had been sent to the Aceh region in the aftermath of the disaster. The group was founded in 1990 and is known to have close ties with al Qaeda and Jemaaah Islamiyah. One of the greatest concerns of Laskar Mujahidin was that foreigners would convert Muslims to Christianity. However, one of the group’s leaders assured that his group would not interfere with forces of UNIFIED ASSTANCE as long as it remained strictly a humanitarian mission. Indonesian citizens also expressed concern about international organizations with hidden agendas to convert fellow Muslims and were unwelcoming to many Christian-based organizations. For example, a missionary group named WorldHelp canceled their plans to place 300 tsunami orphans in a Christian-based children’s home. After raising $70,000 to place 50 of the children in a


114 Ibid.

115 Elleman, “Waves of Hope.”

Christian orphanage, the Indonesian government forced the group to cancel their plans.\textsuperscript{117} As a result, the group immediately dropped its adoption arrangements.

The Indonesian military expressed concerns as well. Indonesian forces were uneasy about the placement of American Marines from the \textit{Bonhomme Richard} positioned off the city of Meulaboh. The ship’s original plans comprised of landing a thousand Marines on this city’s shoreline, where only several thousand residents survived the disaster, out of an original sixty thousand residents. This deployment was delayed, however, due to the Indonesian military’s suspicions of an invasion. However, since the Indonesian military lost hundreds of troops during the disaster, they accepted the fact that their nation required assistance from other nations.

Additionally, some Indonesians became concerned and suspicious of possible reconnaissance and surveillance missions by American troops. For instance, an Indonesian helicopter pilot distrusted the motives of the P-3 Orion missions and speculated if these planes had photographed large areas of Aceh. Despite explanations by American officers assuring that the planes were mapping the tsunami’s destruction, Indonesians remained wary that this information could be used in a future U.S. military invasion.\textsuperscript{118}

\textbf{GAPS IN RESPONSE}

Overall, Operation UNIFIED ASSISTANCE is classified as a successful humanitarian mission. Nonetheless, there were a few gaps in response which impeded an immediate delivery of aid and overall operation. First, the governments of Indonesia, Sri Lanka, and other affected countries delayed the U.S. Navy’s response. For instance, Sri Lankan officials insisted that medical aid needed to be first sent through its offices. This caused significant delays in the arrival of crucial supplies, sometimes arriving a week late.\textsuperscript{119} Also, in northern Indonesia, relief efforts were significantly delayed by the extensive damage to roads, ports and airfields. Consequently, roads and airports in northern Indonesia were


\textsuperscript{118} Elleman, “Waves of Hope.”

\textsuperscript{119} Paddock, “Navy Airlifts.”
unable to handle the heavy logistical inflow. Logistical challenges led to communication failures where, for example, in the Indonesian city of Medan, a mountain of rice, instant noodles, and water were left waiting on the airfield. Major Dwight Neeley, of the U.S. Marines “could only scratch his head when he saw a C-130 land at the adjacent commercial airport, far from the cargo and supplies at the military base.”

The unanticipated issue of crowd control quickly became a concern for the many helicopters delivering aid to survivors. As helicopters landed, crowds of people would immediately rush to the helicopter crews (See Figure 6). In many cases, men would overpower women and children in order to receive water and food. Consequently, helicopter crews had to drop boxes of aid down in order to avoid people jumping into the helicopter’s windows. According to Commander Boyles, the mission had to be altered to avoid landing near desperate survivors; thus helicopters began to land in areas with fewer people. The inability to communicate with the locals also became a problem since they lacked translators to explain the dangers of the helicopters. However, the Indonesian government soon found local translators to fly with each helicopter crew to warn the refugees of the helicopter’s dangers.

Another issue encountered by the U.S. Navy was that the ships were connected to the classified Secret Internet Protocol Router Network (SIPRNET), not the unclassified Non-secure Internet Protocol Router Network (NIPRNET). It became extremely difficult to transmit and communicate information from the secure ship to the open-source regions on shore. Lieutenant General Blackman wanted to keep everything unclassified, in order to work seamlessly with associates and NGOs. Communication between U.S. ships operated solely on SIPRNET chat rooms; however, communication with foreign navies was only possible with NIPRNET, which was difficult to obtain. This difficulty of sharing information from Classified networks to foreign nationals articulated the need that was later
resolved by establishing another network termed the Non-classified Collaboration Environment (NCE) by placing servers at San Diego State University so that information originated at a university, not the military, and could then be freely shared with anyone, yet have similar firewall safety assurances as NIPRNET for the military. In addition, this communication challenge helped produce DoD Directive 3000.05 the following Fall (Nov. 28, 2005), which enabled military commanders to share resources with others during disasters (Military Support for Stability, Security, Transition, and Reconstruction (SSTR) Operations). DoD Instruction 3000.05 (Sept. 16, 2009, Stability Operations) and DoD Instruction 8220.02 (April 30, 2009, Information and Communications Technology (ICT) Capabilities for Support of Stabilization and Reconstruction, Disaster Relief, and Humanitarian and Civic Assistance Operations) followed up on this providing DoD with legal authority and direction to respond in such disasters and to assist local authorities.

One of the major leaders in finessing the linkage of DoD resources and capabilities to the Indonesian, Thailand, and other regions was the Assistant Secretary of Defense, Dr. Linton Wells. He had long been a champion of humanitarian assistance/disaster relief efforts during such tragedies.
for many years and led the linkage with civilian organizations and international groups to
develop solutions in this extreme setting. This has continued to be developed in Dr. Wells’
new role as Transformation Chair at the National Defense University and leading STAR-
TIDES (Sharing To Accelerate Research-Transformative Innovation for Development and

**SUCCESSES**

Several factors contributed to the overall success of the U.S. Navy’s sea-basing
efforts. In general, there were no considerable delays when President Bush authorized the
relief operation and when the first Navy ships arrived, since PACOM had ordered units to act
two days before. The Navy’s timing, the quick response and delivery of relief aid enabled
many areas, including remote locations, to receive the necessary attention and care.

The location of the U.S. Navy was fortuitously well-positioned at the time of the
disaster, which enabled the ship to arrive offshore almost instantaneously. Trevor Rowe,
spokesman for the UN World Food Program, explained, “The important thing is that the
United States military was right there at the beginning and made a huge difference. They had
the logistical prowess… and without that we would not have been able to distribute to the
remote areas.”124

The implementation and supply of helicopters used throughout the mission
contributed to the smooth delivery of relief aid to many regions of northern Indonesia.
Initially, the Indonesian government only had two helicopters on the whole island of
Sumatra. Later, the USS *Bonhomme Richard* brought an additional twenty-five helicopters.
The Air Force then quickly delivered six HH-60 helicopters and two more CH-46
helicopters.125 The helicopters assigned for the mission greatly assisted the Indonesian
military who lacked the manpower and equipment to reach desolate regions in time. Again,
the entire geography and infrastructure of Banda Aceh was damaged by the tsunami (See

---

124 Melanie Eversely, “Relief Groups Pick Up Where U.S. Leaves Off,” USA Today, last modified

125 Elleman, “Waves of Hope.”
Survivors were only accessible by air, therefore, the use of helicopters proved to be the best method of reaching survivors. In addition, it was important for the Americans and Indonesians to work together during the transportation and coordination of sea basing and helicopter logistics. Upon flying into a new area, each helicopter had a member of the Tentara Nasional Indonesia, the Indonesian military, who was permitted to coordinate Indonesian locals to unload supplies. The American military understood and recognized that the Indonesians were in charge, which greatly contributed to the successful partnership between the two nations and overall success of the humanitarian mission.


126 Ibid.
127 Ibid.
Furthermore, Thailand and Singapore became important logistical centers for supplies sent to Banda Aceh. The airfield in Utapao, Thailand became the central station for helicopters and other aircraft for supplies that were airlifted to Indonesia’s northern coast. Relief supplies that were delivered by sea, Singapore was an essential location and became a fundamental ally in dispensing millions of pounds of necessities. For example, the Naval Regional Contracting Center began to purchase more than $250,000 of relief supplies, which were then loaded onto Military Sealift Command (MSC) supply ships. Subsequently, supplies were transferred to the Abraham Lincoln and then sent by helicopter directly to the worst-hit disaster zones. As Rear Admiral Kevin Quinn, Commander, Logistics Group Western Pacific noted, “It’s a very efficient way of doing business.”

Within the first two weeks of the mission, approximately two million pounds of cargo were processed in Singapore. “The U.S. government’s strong relations with Thailand and Singapore proved critical to the success of the mission.”

A part of the U.S. Navy’s success contributes to their close working relationship with USAID. USAID is a major representative in U.S. foreign aid policy and the lead coordinator for interagency cooperation. In 2004, USAID played a critical role in coordinating efforts from the U.S. military with other international organizations and NGOs, as well as contributing financially to the overall U.S. relief efforts. For example, their Disaster Assistance Response Team was activated on the same day the earthquake struck, with 150 staff members working in the region. Additionally, a 24-hour Response Management Team was established in Washington D.C. in order to support efforts on-the-ground. Also, the U.S. was granted to lead the massive rebuilding of Banda Aceh, which included a $250 million highway running 150 kilometers down Aceh’s coast. Managed by USAID, officials in Jakarta and Washington considered this project to be “vital both to immediate reconstruction and to Aceh’s economic development for decades to come.”

---

128 Ibid.
129 Ibid.
131 Ibid.
Moreover, the U.S. Navy worked in close cooperation with other doctors, military, NGOs, and other officials from Indonesia and various countries. Although each lacked a common language, their ability to communicate through signals, such as the “thumbs up” gesture, quickly became the universal language. Reliable communication between all parties was vital to the success of the mission. Also, small groups on the ground referred to as “spark teams” coordinated communications between the ship and those on land. For example, main forms of communication connecting those on the ship and those on land were via phone or email. Since the many international aid workers, military personnel, volunteers, and government officials competed for the use of bandwidth, spark teams assisted with managing this obstacle.132

The decision to send USNS *Mercy*, one the Navy’s hospital ships, was a major success. On January 8, 2005, the *Mercy* left from San Diego to Indonesia with hundreds of active-duty and reserve doctors, nurses, technicians and other military and civilian medical professionals. Although the ship’s arrival was later than desired, the medical staff aboard *Mercy* treated more than 9,500 patients in Indonesia, East Timor, and Papua New Guinea. The successful mission of the *Mercy* was especially incredible since it had not been deployed for thirteen years since DESERT STORM.133  Miraculously, there were no significant engineering or logistical problems encountered during the ship’s deployment. Not only did the U.S. medical staff provide emergency assistance, but Indonesian survivors received long-term medical treatment by *Mercy* personnel. Since no significant failures were reported, the ship’s mission was an overall success and as a result, “*Mercy* became a potent symbol of American assistance to Indonesia.”134

In conclusion, Operation UNIFIED ASSISTANCE was a largely successful mission by the United States Navy. The decision to implement a sea-based operation proved to be the main successful contributor. By keeping American forces at sea, this prevented many potential cultural and religious clashes with local Acehnese. This operation has already been

132 Elleman, “Waves of Hope.”
133 Ibid.
134 Ibid.
used as a model during Hurricane Katrina and is an ideal example for future humanitarian missions. The global community’s reaction after UNIFIED ASSISTANCE was largely positive, and “The operation had, in turn, a far-reaching impact on the global war on terror, increased good will between the American and Indonesian governments, fostered respect and appreciation by the Indonesian people, and so produced significant political benefits for the United States, both regionally and globally.”135

135 Ibid.
CHAPTER 5

COMBATING HUMAN TRAFFICKING

U.S. GOVERNMENT EFFORTS

For the purposes of this thesis, the focus is on the efforts by the Department of Defense in combating human trafficking; however, it is important to begin with pertinent anti-trafficking efforts by the United States Government. The U.S. Government is actively involved in combating human trafficking working in partnership with the international community to fight this worldwide crime. There have been countless efforts made by government, state and local officials to minimize the number of human trafficking cases. As the country’s awareness of the issue increases, there are more organizations and individuals willing to help with this cause. Since anti-trafficking efforts within the United States are countless, I will specifically discuss the Victims of Trafficking and Violence Protection Act of 2000, Executive Order 13257, the National Security Presidential Directive-22, and the State Department’s Office to Monitor and Combat Trafficking in Persons.

First, the U.S. Congress enacted the revolutionary Victims of Trafficking and Violence Protection Act of 2000 (Public Law 106-386) which was an essential milestone towards the fight against human trafficking. The Act is significant for it is the official recognition by the U.S. Congress on the realities of modern slavery, thus asserting the necessity to address this crime. Subsequently, the U.S. State Department established the Office to Monitor and Combat Trafficking in Persons, which has since been a significant leader in human trafficking crimes.

The Victims of Trafficking and Violence Protection Act of 2000 serves to combat trafficking in persons, protect victims who are predominantly women and children, and to ensure lawful persecution of traffickers. Division A of the Act cites it as the “Trafficking Victims Protection Act of 2000” (TVPA) and addresses the various forms of trafficking; defines source, transit and destination countries; calls for the establishment of the Interagency Task Force to Monitor and Combat Trafficking; and proposes solutions towards prevention and protection. The Act acknowledges at least 700,000 victims are trafficked
annually within or across international borders and approximately 50,000 women and children are trafficked into the United States yearly.\textsuperscript{136} However, no matter where human trafficking occurs, the Act explains that trafficking in persons affects interstate and foreign commerce, which has an overall impact on the nationwide employment system and labor market. Furthermore, the Act recognizes that the United States and other nations lack regulatory laws “that penalizes the range of offenses involved in the trafficking scheme”\textsuperscript{137} and, within the U.S., “the seriousness of this crime and its components is not reflected in current sentencing guidelines, resulting in weak penalties for convicted traffickers.”\textsuperscript{138}

The TVPA elucidates that although slavery was abolished by President Abraham Lincoln through the Emancipation Proclamation in 1863, sexual slavery and trafficking of men, women and children is rampant around the world today. The international community has recognized this issue and has condemned slavery through declarations, treaties, and United Nations resolutions. Examples include, the Universal Declaration of Human Rights; the 1956 Supplementary Convention on the Abolition of Slavery; the 1957 Abolition of Forced Labor Convention; the Convention Against Torture and Other Cruel, Inhuman, or Degrading Treatment or Punishment; and the Final Report of the World Congress against Sexual Exploitation of Children.\textsuperscript{139} Nonetheless, modern slavery still exists for which it is the responsibility of the international community, including the United States, to recognize the severity of the issue.

In accordance to the Trafficking Victims Protection Act of 2000, the United States shall serve as the leader to fight human trafficking. According to the Act, appropriate actions for nations include the implementation of proper punishments, prioritize the persecution of trafficking offenses, and, most importantly, protect instead of punish victims. It is essential for the U.S. to work bilaterally and multilaterally to strive for cooperation amongst countries with like-minded goals of eliminating human trafficking and to engage those nations where this crime is prevalent.

\begin{footnotes}
\item[136] “Victims of Trafficking and Violence.”
\item[137] Ibid.
\item[138] Ibid.
\item[139] Ibid.
\end{footnotes}
Furthermore, Section 105 of the TVPA calls for the President to establish a task force to actively participate in anti-trafficking efforts. On February 13, 2002, President George W. Bush signed Executive Order 13257 to establish the Interagency Task Force to Monitor and Combat Trafficking in Persons. Within Executive Order 13257, President Bush appointed members of the Task Force, which include the Secretary of State, the Administrator of the U.S. Agency for International Development (USAID), the Attorney General, the Secretary of Labor, the Secretary of Health and Human Services, the Director of Central Intelligence, and other designated officials appointed by the President. Moreover, the Secretary of State serves as the Chairman of the Task Force. It is the responsibility of the Task Force to evaluate the progress of the U.S. and other nations “in the areas of trafficking prevention, protection, and assistance to victims of trafficking, and prosecution and enforcement against traffickers, including the role of public corruption in facilitating trafficking.”  

Moreover, the Task Force will also assist in collecting and sorting data specifically on domestic and international trafficking.

After the release of Executive Order 13257, the National Security Presidential Directive-22 (NSPD-22) “Trafficking in Persons”, was released on December 16, 2002. NSPD-22 states that it is U.S. policy to:

Vigorously enforcing U.S. laws against all those who traffic in persons; raising awareness at home and abroad about human trafficking and how it can be eradicated; identifying, protecting, and assisting those victims exploited by traffickers; reducing the vulnerability of individuals to trafficking through increased education, economic opportunity, and protection and promotion of human rights; employing diplomatic and foreign policy tools to encourage other nations, the UN and other multilateral institutions to work with us to combat this crime, draft and enforce laws against trafficking, and hold accountable those engaged in it. 

The NSPD-22 calls for all relevant U.S. agencies to work together to combat this worldwide problem since it is often linked to organized crime. It requires the U.S. to take on an abolitionist approach to trafficking in persons and calls for the U.S. Government to oppose

---

140 Ibid., 1473.
prostitution and “any related activities, including pimping, pandering, or maintaining brothels.” An essential section within the NSPD-22 states that the policy of the U.S. is to treat trafficked people as victims. When victims of trafficking are treated as such, rather than criminals, anti-trafficking initiatives are targeted to help victims through education and living assistance programs.

The TVPA directs the Secretary of State to authorize the establishment of the Office to Monitor and Combat Trafficking in Persons to assist the Task Force. Subsequently, the Office was created, which is currently directed by Ambassador Luis CdeBaca, and has the main responsibility to assist the Secretary of State with this division’s efforts. In addition, it serves as the leader in the global fight against modern slavery and “has responsibility for bilateral and multilateral diplomacy, targeted foreign assistance, and public engagement on this issue of modern slavery and partners with foreign governments and civil society to develop and implement effective counter-trafficking strategies.”

The Office works towards prevention, prosecution, and protection for as many victims as possible, while establishing partnerships with those striving to combat trafficking in persons.

In efforts to enhance and improve the U.S. Government’s efforts in combating human trafficking, the State Department releases a yearly Trafficking in Persons (TIP) Report. Composed by the Office to Monitor and Combat Trafficking in Persons, the report tracks the international community’s progress to combat human trafficking and serves as the primary mechanism to engage foreign governments on human trafficking. At the 2001 briefing on the release of the first TIP Report, Under Secretary for Global Affairs Paula Dobriansky explained, “The report is not a discussion of which country has the greatest widespread trafficking problem or where the most number of cases of trafficking exist, but rather it is a review of what governments are doing to fight the problem.”

Every country listed in each report ranges from democratic to undemocratic, developed to developing; therefore countries

142 Ibid.
are not compared. Instead, countries are measured on their willingness and their ability to address human trafficking as a serious issue. The goals of the report are to create a dialogue and generate global awareness of this issue, rather than to compare one country to the next. This report is not only useful for the U.S., but also serves as a central resource for international governments dedicated to anti-trafficking. Ultimately, the goals of the report are to protect and free victims, prevent trafficking, and bring traffickers to justice. ¹⁴⁵

Within each *TIP Report*, the State Department classifies each country into one of three tiers, as mandated by the TVPA. Each classification is dependent on each government’s efforts to abide by the “minimum standards for the elimination of trafficking” as listed in Section 108 of the TVPA. According to the TVPA, minimum standards are the following:

1. The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking.

2. For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault.

3. For the knowing commission of any act as a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense.

4. The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons. ¹⁴⁶

Furthermore, there are seven subsets of criteria listed under the fourth standard. The seven points are listed as the following:

1. Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons that take place wholly or partly within the territory of the country.

2. Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to


¹⁴⁶ “Victims of Trafficking and Violence.”
countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.

3. Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons.

4. Whether the government of the country coordinates with other governments in the investigation and prosecution of severe forms of trafficking in persons.

5. Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes.

6. Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one’s own, and to return to one’s own country.

7. Whether the government of the country vigorously investigates and prosecutes public officials who participate in or facilitate severe forms of trafficking in persons, and takes all appropriate measures against officials who condone such trafficking.

According to the State Department, Tier 1 is the highest ranking a country can receive, although it does not mean human trafficking is not an issue in that country. Rather, a country receiving Tier 1 ranking signifies their acknowledgement to the presence of human trafficking, have made attempts to address this problem, and abide by the TVPA’s minimum standards. Additionally, in order for a country to maintain Tier 1 status, they must demonstrate on a yearly basis, a concerted effort towards fighting human trafficking. Subsequently, countries receiving Tier 2 ranking are those that do not fully comply but are making significant efforts to comply; whereas Tier 3 countries do not comply with the TVPA’s minimum standards and are neither making efforts to do so. Currently, there are

---

147 “Victims of Trafficking and Violence.”
128 countries that have enacted laws prohibiting all forms of trafficking, mainly due to the reporting by the *TIP Report*.  

Indonesia, for example, was categorized as Tier 2 in the State Department’s 2011 *TIP Report*. Indonesia is more of a source country for human trafficking of men, women, and children, more so than a destination and transit country. All 33 of Indonesia’s provinces are sources and destinations for trafficking, predominantly, Java, West Kalimantan, Lampung, North Sumatra, and South Sumatra.  

A large number of Indonesians are coerced into forced labor and sex trafficking through debt bondage in affluent Asian and Middle Eastern countries, particularly, Malaysia, Saudi Arabia, Singapore, Kuwait, Syria, and Iraq. According to the 2011 *TIP Report*, Indonesia’s government does not fully comply with the TVPA’s minimum standards, but is making significant efforts to do so. For instance, the government strived to improve coordination and reporting of its anti-trafficking efforts, but it did not enact necessary migrant worker legislation or enforce proper criminal sanctions to labor recruiters guilty of forced labor trafficking. The Government of Indonesia neither demonstrated concerted efforts to investigate, prosecute, and criminally punish law enforcement guilty of corruption and knowledge of human trafficking.  

Although the Indonesian government enacted new laws to address human trafficking and protect trafficking victims, the government did not achieve enough from the previous year to be upgraded to Tier 1.  

Due to the State Department’s *TIP Report*, each year countries improve their ability to prosecute traffickers, identify victims, and protect innocent men, women and children. Specifically, the 2011 *TIP Report* calls for a “Decade of Delivery” and concentrates on how governments can readily focus on an effective anti-trafficking approach. The 2011 Report ranks 184 countries and shows improvements for 23 countries and downgrades for 22 countries, revealing little efforts to protect TIP victims. According to the State Department,

---


150 Ibid.

of the 37 countries ranked on the Tier 2 Watch List in 2010 and facing a potential downgrade to Tier 3, thirteen countries made significant progress to demonstrate their upgrade to Tier 2 and ten were downgraded to Tier 3. Nonetheless, during her remarks on the release of the 2011 Trafficking in Persons Report, Secretary of State Hillary Clinton explained, “And governments have taken important steps, but we have to really mix the commitments with actions in order to get results. For example, the number of prosecutions worldwide has remained relatively static. And so the measure of success can no longer be whether a country has passed laws, because so many have in the last decade; now we have to make sure that laws are implemented and that countries are using tools that have been created for that.”

Furthermore, the TVPA of 2000 has been amended in efforts to improve the domestic and international fight against human trafficking. The Trafficking Victims Protection Reauthorization Act of 2003 was enacted by Congress on January 7, 2003. Although the U.S. Government made significant progress since the enactment of the TVPA of 2000, Congress concluded that there is still progress to be made in terms of fighting global human trafficking. Therefore, the TVPA was reauthorized to allow for further research into TIP, with further hopes of improving prevention, prosecution, and protection strategies; and an additional $200 million was allocated to combat trafficking in persons. Subsequently, on January 3, 2008, the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008 was signed into law by President Bush. In summary, the Reauthorization Act concentrates on combating international trafficking in persons, combating domestic trafficking in persons, and prevention of child soldiers. In addition, the Trafficking Victims Protection Reauthorization Act of 2011 was sent to the Senate on October 13, 2011 and is scheduled to be reauthorized again. However, as of April 2012, the Act is still

152 Ibid.
awaiting authorization by the Senate. Nonetheless, the reauthorization of this act is crucial for combating domestic and international human trafficking.

Lastly, on December 31, 2011, President Barack Obama announced the U.S.’s dedication to fight human trafficking, both domestically and transnationally, by releasing a Presidential Proclamation to declare January as National Slavery and Human Trafficking Prevention Month. January 2012 was the inaugural month to recognize the impact of human trafficking and the devastating effects it has on its victims. The President announced, “We stand with all those who are held in compelled service; we recognize the people, organizations, and government entities that are working to combat human trafficking; and we recommit to bringing an end to this inexcusable human rights abuse.” Thus, each January, Americans are encouraged to learn of the atrocities caused by human trafficking and understand the crucial role the U.S. has in bringing an end to modern slavery.

HOW THE DOD IS PREVENTING HUMAN TRAFFICKING

This research on the DoD’s endeavors to prevent human trafficking has focused on the enormous capabilities that DoD can provide in this difficult arena. The DoD possesses the ability to limit threats to regional stability, which is a key element in thwarting organized crime. Service members are often deployed to countries where the prevalence of human trafficking is widespread. Therefore, it is especially important for military personnel, deployed for both war and humanitarian assistance/disaster response missions, to be well-informed of the short-term and long-term implications of human trafficking. In many countries with a large military presence, it is common for bars, massage parlors, brothels, and other businesses supporting human trafficking to be nearby, especially in countries labeled Tier 2 or Tier 3 by the State Department. Furthermore, U.S. contractors abroad have also been guilty of forced labor and debt bondage. It is common for nationals from countries such as the Philippines or Bangladesh to be recruited to work as contractors or subcontractors for the U.S. military in Iraq or Afghanistan. However, these individuals are sometimes coerced.

into false job opportunities, have their passports taken away, and forced into indentured servitude. By decreasing the demand for such services, the DoD will significantly diminish occurrences of trafficking in persons; therefore, the DoD is making noteworthy efforts in preventing human trafficking.

Several incidents within the past decade or more led to a number of DoD polices and mandatory TIP training. Prior to the year 2000, accusations emerged surrounding U.S. contractors in Bosnia and Herzegovina about their involvement with human trafficking. These incidents led to administrative and criminal investigations by U.S. Government agencies. Additionally, in 2002, a report surfaced claiming that women from the Philippines, Russia, and Eastern Europe were trafficked to South Korea to work in bars and forced into prostitution. The suspected bars were frequented by U.S. military personnel, which eventually led to investigations by the Department of Defense Inspector General (DoD IG). In order to preserve the integrity and image of the U.S. military, drastic measures to prevent future incidents were implemented.

The DoD strongly advocates for the prevention of trafficking in persons by restricting their active duty, civilian and contractor personnel from supporting, condoning, or procuring individuals for forced labor and/or commercial sexual exploitation. By training and reminding DoD personnel to be vigilant and recognize the warning signs of human trafficking, the Federal Government hopes these efforts will significantly alleviate global human trafficking. Oftentimes, many countries where military personnel are deployed, human trafficking is rampant and may unknowingly support this crime. For example, when a service member enters a bar overseas with trafficked women working at the establishment, they are essentially supporting this criminal network. John Awtrey, DoD’s Director of Law Enforcement and Policy Support, explains, “We don’t want our service members to be inadvertent supporters of trafficking. It’s a crime; it’s a criminal business enterprise.”

158 Ibid.
Therefore, the DoD has implemented the following significant measures: FAR 52.222-50 - Combating Trafficking in Persons, DoD Instruction 2200.01, and the DoD’s Trafficking in Persons Training.

First, Federal Acquisition Regulation (FAR) 52.222-50, “Combating Trafficking in Persons”, was issued in February 2009. This contract clause emphasizes the commitment by the U.S. to maintain a zero tolerance policy for trafficking in persons. Section (b) states, “Contractors and contractor employees shall not: (1) Engage in severe forms of trafficking in persons during the period of performance of the contract; (2) Procure commercial sex acts during the period of performance of the contract; or (3) Use forced labor in the performance of the contract.” Furthermore, the Contractor is required to notify its employees of the zero tolerance policy and take appropriate action to punish those guilty of procuring individuals for purposes of exploitation. Consequences may include: removal of the contractor employee or employees from the contract, requiring the Contractor to terminate the contract, delay in contract payments, loss of award fee, or complete suspension or debarment. However, “The Contracting Officer may consider whether the Contractor had a Trafficking in Persons awareness program at the time of the violation as a mitigating factor when determining remedies.”

Most importantly, the FAR requires that all Federal solicitations and contracts contain FAR 52.222-50.

However, in a report evaluating DoD contracts deemed high-risk for human trafficking, the DoD Inspector General (DoD IG) recommended that the Assistant Secretaries for Acquisition of the Military Departments ensure FAR clause 52.222-50 is included in all contracts. As a result of the IG’s visits and interviews, for example, they discovered 70 percent of the contracts reviewed had some form of a Combating Trafficking in Persons clause; however, only half had the current required FAR clause. Consequently, this may mean that contractors were never forewarned of the government’s zero tolerance policy. As

161 Ibid.
162 Moorefield, “Evaluation of DoD.”
163 Ibid.
a result of their investigation, a mandate by the DoD IG is included within the William Wilberforce Trafficking Victims Protection Reauthorization Act of 2008, requiring an investigation of a sample of contracts or subcontracts for which there is an increased chance for a contractor to engage in acts related to human trafficking. If followed properly, and if FAR 52.222-50 is contained in all military contracts and subcontracts, then the DoD has the potential to make a considerable and positive difference.

Secondly, DoD Instruction 2200.01, “Combating Trafficking in Persons (CTIP)”, was released on September 15, 2010, thereby reissuing DoD Instruction 2200.01 of February 16, 2007. The DoD Instruction establishes policy and assigns responsibilities for CTIP, which is applicable to all DoD components. Enclosed, it states that it is DoD policy to:

1. Oppose prostitution, forced labor, and any related activities as described in section 3 that may contribute to the phenomenon of TIP as inherently harmful and dehumanizing. TIP is a violation of U.S. law and internationally recognized human rights, and is incompatible with DoD core values.

2. Deter activities of DoD Service members, civilian employees, indirect hires, contract personnel, and command-sponsored dependents that would facilitate or support TIP, domestically and overseas. This includes activities such as pandering, prostitution, and patronizing a prostitute even though such activities may be legal within a host nation country, but which are in violation of chapter 47 of title 10, U.S.C.164

Furthermore, the DoDI 2200.01 lists responsibilities assigned to the Under Secretary of Defense for Personnel and Readiness (USD(P&R)) and the Under Secretary of Defense for Policy (USD(P)). For example, the responsibilities for the USD(P&R) include: Develop an overall guidance related to personnel policy issues for DoD TIP, collaborate with U.S. Federal and State agencies that address TIP and serve as the DoD liaison to their committees and advisory groups, create and provide CTIP awareness training for the DoD Components, monitor compliance of the instruction, and create an annual report on TIP training participation of DoD personnel.165 Responsibilities for USD(P) include: Integrate anti-trafficking and protection for vulnerable populations and into post-conflict and humanitarian emergency assistance programs, create and allocate policy guidance to help recovered child


165 Ibid., 5.
soldiers, and work in partnership with intergovernmental organizations such as the UN and the North Atlantic Treaty Organization (NATO). 166

The DoDI 2200.01 is a thorough and comprehensive guide for DoD components. It not only assigns responsibilities to various DoD divisions, but it allows for annual reviews and inspections of TIP training and CTIP progress. (Table 4 illustrates the Annual TIP Training Report Format). 167 One essential part of the Instruction states, “Ensure commanders establish a memorandum of understanding with local law enforcement agencies and nongovernmental organizations that work with victims of TIP (to include forced prostitution) at or near military installations to provide support to the DoD CTIP program.” 168

First, this inclusion is important since it covers all military installations, located both domestically and abroad. Second, it ensures the cooperation between military commanders and local officials and organizations, which is a likely scenario during both times of war and HADR missions. In order to implement an effective trafficking in persons prevention program, it is essential for a strong partnership between DoD personnel, local law enforcement, NGOs, and other local organizations.

**DoD Trafficking in Persons Training**

The Department of Defense has made significant improvements to establish an all-inclusive program for combating trafficking in persons. One of the most important elements is the DoD’s Trafficking in Persons Training, as mandated by DoD Instruction 2200.01. This training was first implemented for all service members and civilians after an incident in 2002 when some service members were caught frequenting businesses in Korea that trafficked women from Russia and the Philippines. 169 Since then, according to the Uniform Code of Military Justice, it is deemed illegal for service members to visit brothels and other businesses supporting human trafficking. As previously explained, the DoD’s two main concerns are international businesses involved in sexual exploitation located near U.S. bases

166 Ibid., 6
167 Stanley, “Combating Trafficking in Persons.”
168 Ibid., 7.
169 Daniel.
Table 4. The DoD Combating Trafficking in Persons Training Report is Submitted to the USD(P&R) on a Yearly Basis

<table>
<thead>
<tr>
<th>DoD Combating Trafficking in Person’s Training Report</th>
</tr>
</thead>
<tbody>
<tr>
<td>Organization</td>
</tr>
<tr>
<td>---------------</td>
</tr>
<tr>
<td></td>
</tr>
</tbody>
</table>

** Contractors are not required to train their personnel on CTIP; however, FAR subpart 22.17 (Reference (j)) states that the presence of a TIP awareness program is a factor for the contracting officer to consider as a mitigating factor when determining remedies.


and the employment of civilian contractors supporting DoD operations stationed overseas. In efforts to remedy this situation, the DoD created Trafficking in Persons Training modules, which is an important element for all DoD military, civilian, and contractor personnel stationed overseas.

The Department of Defense Combating Trafficking in Persons (DoD CTIP), within the USD(P&R), is responsible for the DoD TIP Program, which is headed by the Director of Law Enforcement Policy and Support. The Office is responsible for preparing the annual Attorney General’s Trafficking Report, which incorporates cases of trafficking in persons within the DoD. Additionally, the Office’s website has links to their online TIP training, information about the national TIP Hotline, and other resources. The three training modules include: General Awareness Training, Leadership Training, and Law Enforcement Training for combating trafficking in persons. Each module reviews general information on human trafficking, methods to identify the crime, and appropriate actions to report such offenses. Furthermore, the TIP Training modules are crucial components to stop this crime both domestically and abroad. The training for law enforcement ensures that domestic TIP is addressed, while training for military and contractor personnel ensures that international TIP is recognized and dealt with.
The TIP General Awareness training emphasizes the U.S. Government and DoD zero tolerance policy, provides an overview of trafficking in persons, and legal provisions for DoD members connected with trafficking. The training especially emphasizes that perpetrators of human trafficking are not only the criminals who sell and exploit for profit, but also include the customers, such as DoD military and contractor personnel. Specifically, the training highlights the following actions that aid and encourage trafficking: Hiring prostitutes, attending nightclubs or strip clubs, patronizing businesses that are heavily guarded, not reporting cases of suspected trafficking, and patronizing establishments that use forced labor. Another essential part of the training is it teaches where and how to find victims of trafficking and resources to report cases of trafficking. The training then leads to legal ramifications if one is guilty of this offense. According to the training, the Military Extraterritorial Jurisdiction Act (MEJA) of 2000 made serious crimes committed abroad by military personnel punishable as if they had been committed at home (See Figure 8).

The issue of human trafficking after a natural disaster is an important element for the DoD to address. Commanders, military personnel and DoD contractors sent overseas for HADR missions must understand the potential for a spike in cases of trafficking in persons. In the aftermath of the 2010 Haiti earthquake, troops scheduled to deploy were issued a brief on human trafficking by the USD(P&R). The training addresses the increased vulnerability of internally displaced persons, orphans, and children to human trafficking. Victims of the Haitian earthquake were left wandering the streets, too afraid to go inside for fear of aftershocks and further building collapse. The training emphasizes the importance of exercising caution since signs of trauma from a natural disaster may be confused with signs of trauma from human trafficking. For example, victims may show signs of being controlled, such as appearing to be under constant surveillance or being too fearful to speak. The training also encourages warning Haitians of human trafficking methods. Most importantly, the training lists the following precautions: “Respond quickly if a child or parent asks for help or appears threatened; Listen to children who resist persons claiming to be their parents

171 Ibid., 45
or relatives; If you suspect trafficking in persons notify your chain of command.”

Although short, the training is an essential tool in combating trafficking in persons.

Human trafficking in Haiti was rampant prior to the earthquake, so trafficking cases were expected to increase. However, it important to remember that trafficking in persons is virtually all around the world; thus, it is important to train and brief all DoD personnel who travel overseas. Therefore, the Haiti Earthquake Relief briefing should be used as a model for all future training for DoD personnel scheduled to deploy overseas for both war and HADR operations.

172 Ibid., 10.
The United States Government and the Department of Defense have the potential to make a positive difference in the realms of human trafficking. Additionally, the DoD IG inspections are key components to evaluating and improving the DoD CTIP Program. It is also important to keep all TIP training and resources open-source and accessible for individuals, since the larger the audience means a greater public awareness of this global crime against humanity. In order to successfully fight human trafficking, the DoD must work in partnership with local and international NGOs, making a collective effort to prevent trafficking after a natural disaster. The widespread presence of U.S. troops, civilians and contractors overseas have the potential to cause harm, but efforts by the U.S. Government and DoD to prevent future incidents are making significant positive impacts worldwide.
CHAPTER 6

CONCLUSION

Human trafficking is a larger issue than many people realize. It is not a so-called “third-world problem” found only in seedy brothels of Thailand or sweatshops in China. Rather, human trafficking is found in our own backyards and is closer to home than most individuals want to admit. Women and girls are kidnapped, forced, and tricked into a world of prostitution; people of all ages are trapped in a never-ending cycle of debt bondage; and millions are coerced and manipulated into strenuous forced labor on a daily basis around the world, including the United States. The U.S. and international community are making stringent efforts to combat trafficking in persons, but much more is required.

Although there is an abundance of resources on international human trafficking, certain information is lacking. For example, current statistics on the number trafficking victims are low estimates of true figures. Specific statistical information, such as quantity, age, race, and location is required to implement effective counter-trafficking measures. Furthermore, precise statistics and information on the activities and operations of traffickers would be helpful in developing appropriate punishments for perpetrators and improving protection methods for victims. Without raw data, anti-trafficking agencies are also unable to track their own progress, therefore hindering the ability to improve future endeavors.

Root causes of human trafficking are another area in need of further development. Currently, poverty, limited education and employment opportunities, racial and gender discrimination, and corruption are main determinants. However, this thesis focused on natural disasters because information on this correlation is sparse. As the number of people in the world has increased and as natural disasters appear to be increasing, more and more people will likely be impacted by natural disasters. Consequently, the number of cases of human trafficking has the potential to rise as well. International relief agencies, NGOs, governments, and foreign military will need to open their eyes to this reality and learn to spot signs of trafficking during the immediate and long-term aftermath of a disaster.
Due to the industry’s underground nature, exact statistics on human trafficking are lacking in the public forum. Victims are oftentimes hesitant to seek help due to fear of being punished by authorities and/or their perpetrators. Currently, most data on human trafficking is either through hearsay, rough estimates, or reports from the few victims who choose to speak out. In the DoD’s efforts to prevent trafficking in persons, DoD service members, civilians and contractors should be encouraged to report instances of human trafficking. International relief organizations and NGOs should actively report cases as well. Reporting of this nature will not only rescue countless victims, but will also substantially contribute to a nation’s or region’s statistics, thus improving counter-trafficking efforts accordingly. Furthermore, the DoD’s challenges of working in coordination with NGOs and local governments will need to be overcome in order to the fortify the U.S.’s effort to stop human trafficking.

Although the DoD’s TIP Training Program is a significant step towards combating trafficking in persons, there are gaps that remain. The DoD’s TIP Training Program is a comprehensive overview of the definitions of trafficking in persons, a background explaining the issues of trafficking in persons, and the President’s and Secretary of Defense’s zero tolerance policy. However, it does not sufficiently explain to DoD personnel the legal ramifications against their involvement with trafficking in persons. Although the training refers to the Uniform Code of Military Justice, it does not detail or outline the potential consequences or punishments one may receive if found guilty of certain offenses. The training also does not include the punishments or legal accountability according to the Trafficking Victims Protection Act of 2000. However, if the TIP Training properly outlined the legal liability and punishments, it would serve as an effective preventative measure against human trafficking. Secondly, the training consists of a PowerPoint brief for which DoD personnel navigate through themselves and are later given a certificate of completion. This method does not guarantee a person’s comprehension of the material nor guarantee the brief was thoroughly read. Therefore, it is strongly recommended that a military officer present the TIP material, so that they can help ensure that the information is transmitted to the military personnel. This would also allow service members to have their questions and concerns addressed immediately.
Nonetheless, the U.S. Department of Defense has the potential to play a significant role in preventing human trafficking. Since 2004, the DoD has implemented legal provisions to outlaw service members’ participation in trafficking in persons activities. Nonetheless, the U.S. military has a lengthy history in regards to their involvement in trafficking in persons. However, with their large presence abroad and involvement in HADR operations, the DoD has an opportunity to improve their image by becoming actively involved in eradicating this crime. There is no doubt that the United States Government and DoD will make major, positive impacts in combating human trafficking.
REFERENCES


