

# AN OVERVIEW OF HUMAN TRAFFICKING IN CAMBODIA: THE UN ROLE TO ADDRESS THE PROBLEM



BY

Bailey Gilarowski

A THESIS PRESENTED IN PARTIAL COMPLETION OF THE REQUIREMENTS OF  
The Certificate of Training in United Nations Peace Support Operations



Peace Operations Training Institute®

---

# POTI - COTIPSO Thesis

---

An overview of Human Trafficking in Cambodia:  
The UN Role to address the problem.

**By ML Bailey Gilarowski**

**Ottawa, Ontario, Canada**

**Winter 2016**

**Thesis Adviser: Prof. Ximena Jimenez**



Photo - Government of Canada, Royal Canadian Mounted Police

# Index

Acknowledgements .....	4
Dedication .....	5
Acronyms.....	6
Abstract .....	7
Key Words .....	8
Introduction .....	9
<b>Section I - What is Human Trafficking.....</b>	<b>11</b>
1. Defining Human Trafficking.....	11
2. How Human Trafficking Manifests.....	14
3. Elements of Human Trafficking.....	14
4. Criminalization of Human Trafficking.....	15
5. Facts and Figures of Human Trafficking.....	15
6. Human Trafficking of Women and Girls .....	17
7. UNODC on Human Trafficking and Migrant Smuggling .....	17
8. UNODC’s Response to Human Trafficking .....	18
9. International Legal Framework to Prevent Human Trafficking .....	19
<b>Section II - History of Human Trafficking in Cambodia... 20</b>	<b>20</b>
1. Current Cambodia Profile and Overview.....	20
2. Introduction to HT in Cambodia.....	22
Pre-1953 .....	22
Sihanouk Regime: 1953 - 1970 .....	25
Lon Nol Regime: 1970-1975.....	25
Khmer Rouge Regime: 1975-1979.....	26
The People’s Republic of Kampuchea: 1979 to 1990.....	28
<b>Section III - UNTAC Mission in Cambodia .....</b>	<b>30</b>
<b><i>Impact on Human Trafficking in Cambodia.....</i></b>	<b><i>30</i></b>
1. Impact on Human Trafficking in Cambodia .....	30
Establishment of UNTAC .....	30
2. Impacts of UNTAC over local population .....	32

3. UNTAC Withdrawal and Lessons Learned .....	38
<b>Section IV - Current Situation of Human Trafficking in Cambodia: Response to the Problem: Law, policies &amp; programmes .....</b>	<b>41</b>
1. Understanding Human Trafficking Today .....	41
2. Cambodian Law and Enforcement on Human Trafficking .....	46
3. UN Initiatives and Programmes.....	51
4. NGO Initiatives and Programmes.....	55
<b>Conclusions .....</b>	<b>58</b>
<b>References .....</b>	<b>60</b>

# Acknowledgements

Firstly, I would to express my sincere thanks for the support of the Peace Operations Training Institute. Additionally, and most importantly, I'd like to thank my thesis advisor, Professor Ximena Jimenez, for her incredible patience, support, and guidance. Without it, I would not have been able to complete this thesis. I also owe my thanks and gratitude to my friend, Alexandra Gwyer for her support - without which I never would have started this thesis in the first place. And finally, thank you to my family for their support and patience while I pulled my hair out and spent long hours on the computer. Without the assistance of all these people - this thesis would not exist.

# Dedication

I dedicate this thesis to:

- The people of Cambodia who have inspired me through their limitless resiliency, strength and courage, and
- To the survivors and victims of human trafficking who have lived or are living the treachery of modern day slavery in Cambodia and elsewhere in the world.

*There is hope. There is help.*

# Acronyms

ASEAN	Association of South-East Asian Nations (Cambodia, Laos Myanmar, Thailand, Vietnam)
DATJP	Department of Anti-Trafficking and Juvenile Protection Police
GDP	Gross Domestic Product
GPAS	Global Programme against Smuggling of Migrants
GPAT	Global Programme Against Trafficking in Persons
HDI	Human Development Index
HROHC	Human Rights Office of the High Commissioner
ILO	International Labor Organization
IOM	International Organization for Migration
KNUFNS	Kampuchean National United Front for National Salvation
LEASETC	Law Enforcement Against Sexual Exploitation and Trafficking of Children
MOU	Memorandum of Understanding
NGO's	Non-Government Organizations
NTF	National Taskforce
NUFC	National United Front of Cambodia
SRSG	Special Representative of the UN Secretary-General
TIP	The Trafficking in Persons Report
TVPA	The Trafficking Victims Protection Act of 2000
UN	United Nations
UNAMIC	United Nations Advanced Mission in Cambodia
UNIAP	United Nations Inter-Agency Project on Human Trafficking
UNICEF	United Nations Children's Fund
UNTAC	United Nations Transitional Authority in Cambodia
UNODC	United Nations Office on Drugs and Crime
UNTOC	United Nations Convention against Transnational Organized Crime

# Abstract

This thesis is a descriptive study and brief overview of human trafficking in Cambodia of which the purpose was to increase my own knowledge and understanding of this topic. I hope, also to achieve the same purpose for the reader as well.

Having had the experience of living in Cambodia for over a year, I saw first-hand the vulnerabilities within the Cambodian society. Many among them are often exploited by human traffickers as: poverty, socio-economic imbalances, social pressures, lack of availability of public services and many other social issues.

Throughout my research, I discovered a plethora of information on human trafficking within Cambodia from a modern-day perspective. My challenge was putting this information into something brief in order to create this overview.

This thesis is not meant to be a critique or a deep analysis of the current situation related to Human Trafficking in Cambodia: It would require far more expertise and time to go in depth on the issue. It's my hope though that this thesis increases the knowledge and awareness on what is happening today in Human Trafficking issues in Cambodia, as wells in the rest of the world.



# Key Words

Human trafficking, sexual exploitation, prostitution, migrant smugglings, commercial sex.

# Introduction

*A 17-year old girl works as a prostitute, meeting her clients at a coffee shop and paying the coffee shop owner a portion of her earnings, she takes her client to a nearby guesthouse.<sup>1</sup>*

*An adult male, desperate for work migrated to Thailand where, after being cheated by a broker, was sold into forced labour on a Thai fishing boat. He was forced to work long hours with little to no rest, hardly fed, and not paid.<sup>2</sup>*

*A woman accepts a job in China when a broker in her village convinces her she will be well paid. Desperate to support her family, she agrees only to learn that she is actually being sold as bride in China and forced to work without payment, without a passport, and without even knowing where in China she is located.<sup>3</sup>*

[Note of the author: parts of these stories have been fictionalized based on true articles]

All three of these scenarios share one thing in common. This is the face of Human Trafficking in Cambodia today and it barely scratches the surface. Such stories raise the question of not only the types of human trafficking that exist in Cambodia, and the world, but also how it evolved to what we see today. The answers are not easy to come by and even

---

<sup>1</sup> Ouch Sony. 2016. *Owners Deny Pimping Cafe Staff*. Cambodia Daily. 12 July 2016 See at: <https://www.cambodiadaily.com/archives/owners-deny-pimping-cafe-staff-115341/> [Last accessed 11 November 2016]

<sup>2</sup> Pech Sotheary. 2016. *Trafficking victims rescued form Thai vessel*. Phnom Penh Post. 02 May 2016 See at: <http://www.phnompenhpost.com/national/trafficking-victims-rescued-thai-vessel> [Last accessed 11 November 2016]

<sup>3</sup> Sen David. 2016. *China brides reduced; alleged brokers busted*. Phnom Penh Post. 03 September 2015. See at: <http://www.phnompenhpost.com/national/china-brides-rescued-alleged-brokers-busted> [Last accessed 11 November 2016].

experts in the field rarely find consensus on the origins or the magnitude of the situation in Cambodia.

This thesis firstly seeks to help the reader understand how human trafficking is defined, and then explores the origins and history of human trafficking in Cambodia in an attempt to understand its evolution there. In doing so, the UNTAC mission is reviewed from the perspective of the impact the mission had on Cambodian culture and society from a human trafficking perspective. Finally, a review of the current initiatives, policies, and laws that are attempting to address the human trafficking issues in Cambodia through the contributions of the United Nations, international organizations, Cambodian government and law, and non-governmental organizations.

# Section I - What is Human Trafficking

## 1. Defining Human Trafficking

Trafficking in persons is a serious crime and a grave violation of human rights. Every year, thousands of men, women and children fall into the hands of traffickers, in their own countries and abroad.

Almost every country in the world is affected by trafficking, whether as a country of origin, transit or destination for victims. The United Nations Office on Drugs and Crime (UNODC), as guardian of the United Nations Convention against Transnational Organized Crime (UNTOC) and the Protocols thereto, assists States in their efforts to implement the Protocol to Prevent, Suppress and Punish Trafficking in Persons (Trafficking in Persons Protocol).<sup>4</sup>

In 2000, UNTOC was signed in Palermo, Italy, with subsequent protocols that followed. These became known as the *Palermo Convention and Protocols*.<sup>5</sup> The Trafficking in Persons Protocol within the UNTOC, came into force on 25 December 2003. It defines Human Trafficking, in Article 3, paragraph (a), as:

---

<sup>4</sup> See at: <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html>. [Last accessed 30 October 2016]

<sup>5</sup> Columbia. Journal of International Affairs. Human Trafficking in the Post-Cold War Period: Towards a Comprehensive Approach. See at: <http://jia.sipa.columbia.edu/online-articles/human-trafficking-post-cold-war/> [Last accessed: September 2016]

“...the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”<sup>6</sup>



Prior to the year 2000, globally the definition of Human Trafficking was blurred with human smuggling. Human smuggling participants, or illegal migrants, start out as willing participants to covertly

enter countries illegally in hopes of a better future. In many situations they end up exploited due to their vulnerability. It’s important to note, however, that human smuggling is defined as a *crime against a state*, whereas human trafficking is a *crime against a person*. It was only in the late 90’s of the past century that the international community began to differentiate between these two crimes.<sup>7 8</sup>

<sup>6</sup> United Nations Office on Drugs and Crime. Human Trafficking. See at: <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html> [Last accessed 16 October 2016]

<sup>7</sup> Columbia. Journal of International Affairs. Human Trafficking in the Post-Cold War Period: Towards a Comprehensive Approach. See at: <http://jia.sipa.columbia.edu/online-articles/human-trafficking-post-cold-war/> [Last accessed 18 September 2016]

<sup>8</sup> Human Trafficking vs. Human Smuggling image. See at: [http://krv.images.worldnow.com/images/9333632\\_G.png](http://krv.images.worldnow.com/images/9333632_G.png) [Last accessed: 03 November 2016]

Depending where trafficking takes place, there are generally two forms of trafficking: trafficking at a national level, commonly known as *Domestic Human Trafficking*, and at an international level, known as *Trans-National Human Trafficking*. Human Trafficking includes women, men, girls and boys, and in some cases, infants.

Since 2001, the U.S. Government has released annually *The Trafficking in Persons (TIP) Report* assessing countries around the world based on their level of engagement and efforts to address Human Trafficking and to eliminate it. The TIP Report is used worldwide to determine where resources are needed and to stimulate dialogue with foreign governments on Human Trafficking.<sup>9</sup> As such it's important to know the definition of Human Trafficking according to the U.S. Government, as defined in the *Trafficking Victims Protection Act* of 2000. Specifically:

*Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such act has not attained 18 years of age.*

*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.<sup>10</sup>*

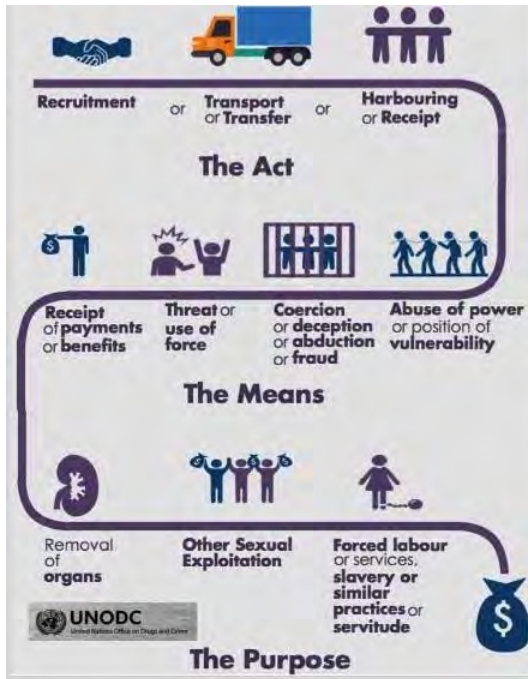
Note of the author: Later in this paper, Cambodia's ranking within the TIP Report will be reviewed.

---

<sup>9</sup> U.S. Department of State. Trafficking in Persons Report. See at: <https://www.state.gov/j/tip/rls/tiprpt/> [Last accessed 02 November 2016]

<sup>10</sup> National Institute of Justice. Human Trafficking. See at: <http://www.nij.gov/topics/crime/human-trafficking/pages/welcome.aspx> [Last accessed 02 November 2016]

## 2. How Human Trafficking Manifests



To further understand the complexities of Human Trafficking, it is important to outline the nexus between Human Trafficking for sexual exploitation and prostitution. Specifically, not all individuals involved in the sex trade or prostitution are victims of sexual exploitation or Human Trafficking. Some individuals willingly enter the sex trade, albeit there are socio-economic influences that are certainly more pronounced in developing countries.

That said, one can only truly determine whether an individual has been trafficked by interviewing the victim, which, prior to modern day awareness of Human Trafficking, was not common. Thus, there are references throughout this document to prostitution because of the closer relationship that can exist between the two.

## 3. Elements of Human Trafficking

The UNODC breaks down the elements of Human Trafficking into three components: the act (what is done); the means (how it is done); and the purpose (why it is done).<sup>11 12</sup>

<sup>11</sup> UNODC. Human Trafficking. See at: <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html?ref=menuaside> [Last accessed 02 November 2016].

## 4. Criminalization of Human Trafficking

*Article 5 of the Trafficking in Persons Protocol* establishes the criminalization of Human Trafficking by requiring States to adopt domestic laws that criminalize trafficking and attempts to commit trafficking, participation in trafficking, and organizing or directing others to commit trafficking.<sup>13 14</sup>

## 5. Facts and Figures of Human Trafficking

According to the 2014 Global Report on Trafficking in Persons, globally women make up 49% of victims of trafficking in persons, 21% are girls, 18% are men, and 12% are boys. It is interesting to note the differences in the forms of exploitation among detected trafficking victims across the world.

Specifically, East Asia, South Asia and Pacific - 26% Sexual Exploitation; 64% Forced labour, servitude, and slavery, 10% other forms of exploitation. Comparatively, within the Americas, 48%

---

<sup>12</sup> UNODC SEAsia-Pacific. Photo/Diagram. See at: [https://twitter.com/unodc\\_seap/status/759303870724075520](https://twitter.com/unodc_seap/status/759303870724075520) [Last accessed 02 November 2016]

<sup>13</sup> UNODC. Human Trafficking. See at: <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html?ref=menuaside> [Last accessed 02 November 2016].

<sup>14</sup> United Nations Convention Against Transnational Organized Crime and the Protocols Thereto. United Nations (2004): New York. pages 7-8. See at: <https://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf> [Last accessed 02 November 2016]



Sexual Exploitation, 47% Forced labour, servitude, and slavery like, 4% other forms of exploitation.<sup>15</sup>

16



These differences highlight the importance of targeted approaches to Human Trafficking based on the trends within the specific regions. An approach used within the Americas would not necessarily be relevant to the needs

required to address Human Trafficking within East Asia, South Asia, and Pacific.

<sup>15</sup> UNODC. 2014 Global Report on Trafficking in Persons (2014): Vienna. United Nations. page 5 See at: [https://www.unodc.org/documents/data-and-analysis/glotip/GLOTIP\\_2014\\_full\\_report.pdf](https://www.unodc.org/documents/data-and-analysis/glotip/GLOTIP_2014_full_report.pdf) [Last accessed 02 November 2016]

<sup>16</sup> The Business of Modern Day Slavery image. See at: <http://theiht.org/fighting-trafficking-demands-resources/> [Last accessed 03 November 2016]

## 6. Human Trafficking of Women and Girls

In all aspects of the UNODC approach on Human Trafficking, a gender sensitive approach has been implemented because the experience of men and women who are trafficked can not only share similarities but also be markedly different in their experiences. Additionally, men and women have different vulnerabilities, as evidenced by some of the facts and figures outlined above.

## 7. UNODC on Human Trafficking and Migrant Smuggling

The UNODC has developed a strategic approach to addressing human trafficking and migrant smuggling through three core components: research and awareness; promotion of the Protocols and capacity-building; and, building upon partnerships and coordination.<sup>17</sup> The UNODC assists the criminal justice sectors by providing tools and publications through the Global Programme against Smuggling of Migrants (GPAS). The aim to develop and strengthen cooperation between law enforcement sectors and prosecutors in the countries of origin, transit and destination.<sup>18</sup> Specific tools that have been developed include:

- In-Depth Training Manual to Investigate and Prosecute the Smuggling of Migrants (2011)
- Model Law against Smuggling of Migrants (2010)
- Toolkit to Combat Smuggling of Migrants (2010)

---

<sup>17</sup> UNODC. Human Trafficking. See at: <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html?ref=menuaside> [Last accessed 02 November 2016].

<sup>18</sup> UNODC. Global Programmes. See at: [https://www.unodc.org/documents/human-trafficking/leaflets/Global\\_Programmes\\_against\\_TIP\\_and\\_SOM.pdf](https://www.unodc.org/documents/human-trafficking/leaflets/Global_Programmes_against_TIP_and_SOM.pdf) [Last accessed: 02 November 2016].

- Trafficking in Persons and Smuggling of Migrants - Regional Guidelines on International Cooperation

## 8. UNODC's Response to Human Trafficking

The UNODC works closely with States to help develop national action plans and laws to combat Human Trafficking and, if needed, assistance with resources to implement the plans and laws. The UNODC specifically addresses Human trafficking issues through the Global Programme Against Trafficking in Persons (GPAT) which aims to aid member states in the prevention and prosecution of human trafficking crimes while protecting the rights of the victims.<sup>19</sup> The Tools and Publications developed to date include:

- First Aid Kit for use by Law Enforcement Responders in addressing Human Trafficking (2011)
- Victim Translation Assistance Tool - Life support messages for victims of human trafficking
- Human Trafficking in the Baltic Sea Region: State and Civil Society Cooperation on Victims Assistance Protection
- Needs Assessment Toolkit on the Criminal Justice Response to Human Trafficking
- Trafficking in Persons and Smuggling of Migrants - Regional Guidelines on International Cooperation

---

<sup>19</sup> UNODC. Global Programmes. See at: [https://www.unodc.org/documents/human-trafficking/leaflets/Global\\_Programmes\\_against\\_TIP\\_and\\_SOM.pdf](https://www.unodc.org/documents/human-trafficking/leaflets/Global_Programmes_against_TIP_and_SOM.pdf) [Last accessed: 02 November 2016].

## 9. International Legal Framework to Prevent Human Trafficking

The Framework provides a tool to Member States to effectively implement the UN Trafficking Protocol and follows the five pillar approach which focuses on the 3P's: prevention, protection, and prosecution while ensuring national and international cooperation and coordination.<sup>20</sup> This tool assists Member States in identifying gaps for the development of national action plans while additionally supplying best practices and guidelines. For each of the five pillars, the framework provides clear objectives, indicators, implantation measures, operational indicators, and resources. It also outlines the requirements under the protocols for each of the five pillars.

---

<sup>20</sup> UNODC. International Framework for Action. To Implement the Trafficking in Persons Protocol (2009): New York. United Nations. page 3. See at: [https://www.unodc.org/documents/human-trafficking/Framework\\_for\\_Action\\_TIP.pdf](https://www.unodc.org/documents/human-trafficking/Framework_for_Action_TIP.pdf) [Last accessed 02 November 2016]

# Section II - History of Human Trafficking in Cambodia

## 1. Current Cambodia Profile and Overview

Cambodia is nestled in the heart of Southeast Asia bordering Thailand, Laos, Vietnam, and the Gulf of Thailand.<sup>21</sup>

The population in Cambodia was estimated in 2014 at 15.4 million people. The population consists of 90% Khmer, 5% Vietnamese, 1% Chinese, and 4% “other”.<sup>22</sup> Most striking about the make up of the population is that over 80% of the population is estimated to be under the age of 54. Specifically, only 9.57% of the population is over the age of 55 years.<sup>23</sup>



According to the World Bank, Cambodia is making strides and improvements in the lives of its people, however, around 8.1 million people are considered near-poor. A large portion of the

<sup>21</sup> Map of Cambodia image. See at: <https://s-media-cache-ak0.pinimg.com/originals/33/75/68/337568c540246a95ce00f9e3168ab5.jpg> [Last accessed 03 November 2016]

<sup>22</sup> Index Mundi. Cambodia. See at: <http://www.indexmundi.com/cambodia/#Introduction> [Last accessed 03 November 2016]

<sup>23</sup> Ibid. See at: [http://www.indexmundi.com/cambodia/age\\_structure.html](http://www.indexmundi.com/cambodia/age_structure.html) [Last accessed 03 November 2016]

population, 79%, do not have access to piped water and 58% do not have access to sanitation.<sup>24</sup> Even in the large cities, such as Phnom Penh, the public in general is unable to drink the water from the taps - people rely heavily on bottled water or in the countryside locals utilize rain water for their needs.

Access to education continues to be targeted for improvement and the primary school admissions increased to 95.3% in 2014. The literacy rate is approximately 84.5% for males and 70.5% for women.<sup>25</sup> A large percentage of males still obtain their education for free by entering the monkhood for a period of time, an option that is not available to females.

The life expectancy rate for at birth overall for Cambodians is 64.5 years: males 62 years; and females 67.1 years.<sup>26</sup> The maternal mortality rate is 161 deaths per 100,000 live births.<sup>27</sup> By way of comparison, the maternal mortality rate for Canada is 12 deaths per 100,000 live births. The average GDP (Gross Domestic Product) income for Cambodians in 2013 was \$2600 compared to Canada at \$43,100.<sup>28</sup>

---

<sup>24</sup> World Bank Organization. Cambodia Overview. See at: <http://www.worldbank.org/en/country/cambodia/overview> [Last accessed 03 November 2016]

<sup>25</sup> Index Mundi. Cambodia. See at: <http://www.indexmundi.com/cambodia/literacy.html> [Last accessed 03 November 2016]

<sup>26</sup> Ibid. See at: [http://www.indexmundi.com/cambodia/life\\_expectancy\\_at\\_birth.html](http://www.indexmundi.com/cambodia/life_expectancy_at_birth.html) [Last accessed 03 November 2016]

<sup>27</sup> Ibid. See at: [http://www.indexmundi.com/cambodia/maternal\\_mortality\\_rate.html](http://www.indexmundi.com/cambodia/maternal_mortality_rate.html) [Last accessed 03 November 2016]

<sup>28</sup> Ibid. See at: <http://www.indexmundi.com/map/?v=67> [Last accessed 03 November 2016]

Taking into consideration of the above mentioned factors, Cambodia is ranked 143rd on the Human Development Index (HDI) under Medium human development among 188 countries ranked in total on the HDI. The HDI is contained within a United Nations Development Programme Human Development Report and was last released in December 2015.<sup>29</sup>

## 2. Introduction to Human Trafficking (HT) in Cambodia

Domestic Human Trafficking is most prevalent in the form of sexual exploitation and labour trafficking. Although within the Cambodian context, trans-national human trafficking, also encompasses these types of trafficking in addition to debt-bondage, child sexual exploitation and trafficking, and forced labour in a variety of employment sectors such as fisheries, construction, and domestic servitude.<sup>30</sup>

### *Pre-1953*

Human trafficking today is commonly referred to as *modern-day slavery*. Cambodia, like many other countries in the world, is no stranger to slavery, which was abolished in 1897.

Prior to that year, there were two categories of slaves: *Neahk near* (hereditary slaves), and *Khnhom* (debt slaves).<sup>31</sup> Debt slaves were those who had defaulted on loans while hereditary slaves were those

---

<sup>29</sup> United Nations Development Programme. Human development Reports. See at: <http://hdr.undp.org/sites/default/files/ranking.pdf> [Last accessed 03 November 2016]

<sup>30</sup> Cambodia, The Trafficking Situation. See at: <http://un-act.org/countries/cambodia/> [Last accessed 16 October 2016].

<sup>31</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 39

who were prisoners of war, criminals, tribesmen, and their offspring. Sexual abuse of slaves was frowned upon and in fact the slaves were considered *untouchables* whereby anyone who had sex with slaves “*were considered as having defiled themselves with savages*”.<sup>32</sup> There is some information that during the 1800’s King Norodom was known to have a harem of 500 wives that was constantly expanding. The French, living in Cambodia at the time, assumed that the majority of the women had been sold into sexual slavery and/or kidnapped.<sup>33</sup>

According to Ben Kiernan, a Cambodian historian, Cambodia in pre-1900’s was fraught with conflict both with neighbouring nations and civil wars, unfortunately leaving little in the way of written history. This left the King needing protection from both the Thais and the Vietnamese. As such, in 1863, France made Cambodia a Protectorate, yet during the time of the Protectorate, France did little to nothing to protect Khmer (Cambodian) written history. Written Khmer history did not improve with any significance when Cambodia gained independence in 1954. It was under the regime of Prince Norodom Sihanouk until 1970.<sup>34</sup> Kiernan explains this in *Recovering History and Justice in Cambodia*, stating: “But, as Sihanouk’s adviser Charles Meyer later recalled with near accuracy, the kingdom permitted publication in Khmer of no serious work of history, politics, economics, or

---

<sup>32</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 39

<sup>33</sup> Ibid. pg 41

<sup>34</sup> Kiernan, Ben. *Recovering History and Justice in Cambodia*, page 77. See at: [www.gsp.yale.edu/sites/default/files/files/KiernanComparativ2004.doc](http://www.gsp.yale.edu/sites/default/files/files/KiernanComparativ2004.doc) [Last accessed 16 October 2016].



literature.”<sup>35</sup> France however, forced King Norodom to sign a treaty that, among other things, abolished slavery.<sup>36</sup>

In 1885, the French were faced with an insurrection by Cambodians of all classes which forced the French to deploy about 4,000 military personnel which in turn led to an increased demand for prostitutes. According to Keo, the French military perspective on this issue was “...*never if, but merely how their sexual needs should be met. In the face of frequent rapes perpetrated by bands of soldiers and sailors in and around Saigon, and latent fear of homosexuality, prostitution was by far the more preferable alternative*”.<sup>37</sup> The French response to the demand in prostitution and the increase in venereal disease among the troops as a result, was to regulate prostitution in Saigon (Vietnam) which influenced its closer neighbour: Cambodia. This allowed prostitution revenues to be taxed, while also mandating that regular medical check-ups be done for sex trade workers.<sup>38</sup> Prostitution remained *legal* until the end of the French protectorate. This was also an attitude that was shared later, in the early 1990’s, by many peacekeepers of the United Nations Transitional Authority in Cambodia (UNTAC); the UN mission in Cambodia.

---

<sup>35</sup> Ibid.

<sup>36</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 39

<sup>37</sup>Ibid.. pg 43

<sup>38</sup> Ibid. pg 46

## *Sihanouk Regime: 1953 - 1970*

Cambodia officially joined the United Nations (UN) as a new Member State on 14 December 1955 under the regime of Prince Norodom Sihanouk.<sup>39</sup> Further internal political turmoil in Cambodia between 1955 and 1970 complicated Cambodia's history and was compounded by the Vietnam War in the 60's which placed Cambodia, as a sovereign nation at the time, in the literal line of fire.

Despite anti-prostitution laws imposed by King Sihanouk in 1961, the laws were relatively unsuccessful to the point that by 1963 the old regulations of prostitution were reinstated.<sup>40</sup>

## *Lon Nol Regime: 1970-1975*

The time period between 1970 and 1975 in Cambodia was far from peaceful. Internal unrest was mounting after Prince Norodom Sihanouk was ousted and Cheng Heng was appointed Head of State in 1970. Lon Nol, who was Prime Minister at the time, abolished the monarchy which resulted in martial law being declared. By 1972, Lon Nol was appointed the Head of State and elected president. On 01 January 1975, the National United Front of Cambodia (NUFC) attacked government troops and

---

<sup>39</sup> United Nations. Meetings Coverage and Press Releases. United Nations Member States. See at: <http://www.un.org/press/en/2006/org1469.doc.htm> [Last accessed 16 October 2016]

<sup>40</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 47

eventually overthrew Lon Nol on 17 April 1975. Thus began the reign of the communist Khmer Rouge Regime.<sup>41</sup>

Only anecdotal references could be located indicating that prostitution and possible forms of human trafficking existed between 1970 and 1975 prior to the reign of the Khmer Rouge Regime.<sup>42 43 44</sup>

Although one author explains “...*severe sexual exploitation of women in Cambodia is a result of the way in which the sex industry was developed to serve the militaries that took part in the wars in the Mekong sub-region before 1975, particularly US soldiers*”.<sup>45</sup>

## *Khmer Rouge Regime: 1975-1979*

The Khmer Rouge Regime, led by Pol Pot, marks a tragic and brutal point in history for Cambodians. The totalitarian state that was implemented permanently scarred Cambodians both psychologically and physically, thus permanently changing the shape of the country. Due to the restriction on

---

<sup>41</sup> University of Central Arkansas. Political Science. 36. Cambodia (1954-Present). See at: <http://uca.edu/politicalscience/dadm-project/asiapacific-region/cambodia-1954-present/> [Last accessed 16 October 2016]

<sup>42</sup> Archavanitkul, Kritaya. Combating the Trafficking in Children and their Exploitation in Prostitution and Other Intolerable Forms of Child Labour in Mekong Basin Countries. Appendix E The Case of Cambodia. See at: <http://www.seameo.org/vl/combat/appendix.htm> [Last accessed 16 October 2016]

<sup>43</sup> Niamvanichkul, Nodwarang. Human Trafficking for Sexual Exploitation in Southeast Asia, 2013, pg 69. See at: [http://etd.fcla.edu/CF/CFE0004901/Niamvanichkul\\_Nodwarang\\_Thesis.pdf](http://etd.fcla.edu/CF/CFE0004901/Niamvanichkul_Nodwarang_Thesis.pdf) [Last accessed 16 October 2016].

<sup>44</sup> UN Joint Framework for Addressing Human Trafficking in Cambodia. Background. pg 3. See at: <http://un-act.org/publication/view/united-nations-a-framework-for-addressing-human-trafficking-in-cambodia/> [Last accessed 16 October 2016].

<sup>45</sup> Jeffreys, Sheila. *The Industrial Vagina: The Political Economy of the Global Sex Trade*. (2009): London and New York. Routledge. pg. 79 See at: <http://feministes-radicales.org/wp-content/uploads/2010/11/Sheila-Jeffreys-Industrial-Vagina.pdf> [Last accessed 16 October 2016]

individual movements and activities during the dictatorial regime, prostitution and sexual exploitation activities were strictly prohibited.<sup>46 47</sup> The activities and offences committed by the Khmer Rouge Regime constitutes one of the largest genocide and international human rights violations of the last third of XX century.<sup>48</sup> Forced labour, forced marriage, starvation, executions, torture, massacres, and countless other crimes, violating international law. Sex outside of marriage was strictly prohibited and prostitution was not possible due to the forced labour in rice paddies and construction sites imposed by the regime.

Left in the wake of the regime were the survivors; people who suffered from post-traumatic stress from having witnessed, and in some cases partaken in, horrific deaths and treatment of their family or fellow people. Children were left without parents and entire generations of families were wiped out. Anyone with any form of education was exterminated by the regime. The Khmer Rouge Regime also prohibited religion and defrocked all monks. The children survivors, who grew up to be adults, had little education themselves, while the country tried to rebuild itself with a very poor economic structure and future. In many cases they had no parents to guide them nor any religious affiliations to help navigate their new world, free of the forced labour imposed by the Khmer Rouge Regime. Emphasis was placed upon individual survival at any cost. The lack of education, economic, social

---

<sup>46</sup> Archavanitkul, Kritaya. *Combating the Trafficking in Children and their Exploitation in Prostitution and Other Intolerable Forms of Child Labour in Mekong Basin Countries. Appendix E The Case of Cambodia.* See at: <http://www.seameo.org/vl/combat/appendixe.htm> [Last accessed 16 October 2016]

<sup>47</sup> Sandy, Larissa. *Women and Sex Work in Cambodia: Blood, Sweat, and Tears.* (2014). London and New York. Routledge. Chapter 3, Sihanouk's Thesis A and B: sex work in post-independence Cambodia. See at: <https://openresearch-repository.anu.edu.au/bitstream/1885/7169/4/ChapterThree.doc> [Last accessed 09 November 2016]

<sup>48</sup> Experts calculate 2 to 2.5 million victims of this regime

and psychological support, contributed to a generation of adults who have struggled to find their footing in a post-conflict and dictatorship environment.<sup>49 50</sup>

On 07 January, 1979 the Kampuchean National United Front for National Salvation (KNUFNS) and Vietnamese troops fought together to overthrow Pol Pot and his Khmer Rouge government and liberated Cambodia.<sup>51</sup> This did not mean that peace had arrived for the people of Cambodia.

### *The People's Republic of Kampuchea: 1979 to 1990*

Following the fall of the Khmer Rouge regime, Cambodia was entrenched in a 12 year civil war that ended in 1991 with the UN Paris Peace Accords.<sup>52</sup> During this time period, the *socialist state known as the People's Republic of Kampuchea (PRK)* lasted from 1979 to 1989.<sup>53</sup> In 1981, the PRK attempted to abolish prostitution once again and sent sex trade workers to an island in Cambodia for rehabilitation. It was, however, relatively unsuccessful.<sup>54</sup>

---

<sup>49</sup> Monson, Amanda. *What is Behind Human Trafficking in Cambodia?* pg. 6. See at: [http://tracc.gmu.edu/pdfs/student\\_research/Copy%20of%20Monson\\_Cambodia.pdf](http://tracc.gmu.edu/pdfs/student_research/Copy%20of%20Monson_Cambodia.pdf) [Last accessed 16 October 2016]

<sup>50</sup> Ledbetter, Chyanne. *Suffering in Silence; the Real Story of Human Trafficking in Cambodia.* pg 7. See at: [http://my.jessup.edu/publicpolicy/wp-content/uploads/sites/39/2014/04/Ledbetter\\_Chyanne.pdf](http://my.jessup.edu/publicpolicy/wp-content/uploads/sites/39/2014/04/Ledbetter_Chyanne.pdf) [Last accessed 16 October 2016]

<sup>51</sup> University of Central Arkansas. Political Science. 36. Cambodia (1954-Present). See at: <http://uca.edu/politicalscience/dadm-project/asiapacific-region/cambodia-1954-present/> [Last accessed 16 October 2016]

<sup>52</sup> Monson, Amanda. *What is Behind Human Trafficking in Cambodia?* pg. 5. See at: [http://tracc.gmu.edu/pdfs/student\\_research/Copy%20of%20Monson\\_Cambodia.pdf](http://tracc.gmu.edu/pdfs/student_research/Copy%20of%20Monson_Cambodia.pdf) [Last accessed 16 October 2016]

<sup>53</sup> Keo, Chenda. *Human Trafficking in Cambodia.* (2014): Oxon. Routledge. pg 49.

<sup>54</sup> Ibid.

With an influx of 180,000 Vietnamese troops in Cambodia to assist Cambodia in the ongoing war against the Khmer Rouge, the presence of prostitution is believed to have increased in Phnom Penh.<sup>55</sup> Once again, only anecdotal references could be located indicating that prostitution and possible forms of human trafficking existed in Cambodia until the 1990's.<sup>56</sup> It is believed that prostitution may have been “...organized for the benefit of the troops. In any case, war and the presence of foreign troops were once again a strong factor in the reemergence of conventional prostitution.”<sup>57</sup> Without the ability to interview affected prostitutes, it is impossible to know whether some of them, if any, were victims of human trafficking or sexual exploitation and abuse.

---

<sup>55</sup> Ibid.

<sup>56</sup> UN Joint Framework for Addressing Human Trafficking in Cambodia. Background. pg 3. See at: <http://un-act.org/publication/view/united-nations-a-framework-for-addressing-human-trafficking-in-cambodia/> [Last accessed 16 October 2016].

<sup>57</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 50

# Section III - UNTAC Mission in Cambodia

## *Impact on Human Trafficking in Cambodia*

### 1. Impact on Human Trafficking in Cambodia

#### *Establishment of UNTAC*

After the Paris Agreement<sup>58</sup>, the Security Council established the United Nations Advanced Mission in Cambodia (UNAMIC) from 23<sup>rd</sup> October 1991 to March 1992 to assist the Cambodian parties to maintain their ceasefire during the period prior to the establishment of UNTAC, and to initiate mine-awareness training of civilian populations. Later, the mandate was enlarged to include training in mine-clearance and the initiation of a mine-clearance programmes. The Mission and its functions were subsumed by UNTAC in March 1992.<sup>59 60</sup>

---

<sup>58</sup> UN Cambodia - UNTAC Background. See at: <http://www.un.org/en/peacekeeping/missions/past/untacbackgr2.html> [Last accessed 16 October 2016]

<sup>59</sup> Ibid.

<sup>60</sup> UN Advance Mission in Cambodia. See at: <http://www.un.org/en/peacekeeping/missions/past/unamic.htm> [Last accessed 20 October 2016]

This UNAMIC started out small, with only 116 military personnel and 150 staff personnel from 23 countries, however it eventually led to the establishment of UNTAC in early 1992 which deployed a much larger contingent.<sup>61</sup>

Approximately four months later, an implementation plan was submitted consisting of seven fields of concern: human rights, electoral, military, civil administration, civilian police, repatriation and rehabilitation.<sup>62</sup>

- Human rights office would, among other duties, conduct human rights education, investigate allegations of human rights abuses, and provide oversight of human rights aspects of UNTAC.
- Electoral personnel would ensure free and fair elections in Cambodia and include Cambodian personnel during the electoral process.
- Military personnel up to 200,000 deployed in addition to 250,000 militia. The personnel were armed. The purpose was disarmament and demobilization of weapons while supervising the ceasefire, control weapons and assist in mine clearing.
- Civil administration would be responsible for the dissemination of information such as UNTAC info and human rights, foreign affairs, finance, and public security.

---

<sup>61</sup> University of Central Arkansas. Political Science. 36. Cambodia (1954-Present). See at: <http://uca.edu/politicalscience/dadm-project/asiapacific-region/cambodia-1954-present/> [Last accessed 16 October 2016]

<sup>62</sup> UN Cambodia - UNTAC Background. See at: <http://www.un.org/en/peacekeeping/missions/past/untacbackgr2.html> [Last accessed 16 October 2016]



- Civilian police were required to provide law enforcement within the country under the supervision and control of UNTAC. This was to ensure that human rights and freedoms were protected while maintaining law order impartially and effectively.
- Repatriation was outlined in the Paris Agreements that all Cambodian refugees and displaced persons had the right to voluntarily return to Cambodia. This also meant that agricultural and settlement land would need to be identified and provided, in addition to food supplies.
- Rehabilitation included all aspects of humanitarian need: food, health, housing, and other essential needs

## 2. Impacts of UNTAC over local population

Of note, UNTAC was considered a *male* peace-keeping mission as there were no women at any level within the mission.<sup>63</sup> The lack of women within the military and police components, which consisted of literally thousands of personnel, created an impression among locals as the UN being “an army of occupation”. A report of the statistics compiled regarding women in peacekeeping as prepared by the UN Statistical Division, reported the following<sup>64</sup>:

---

<sup>63</sup> United Nations Division for the Advancement of Women. The role of women in United Nations peace-keeping, pg 7-8. See at: <http://www.un.org/womenwatch/daw/public/w2000/Women2000/Women2000%20Role%20of%20women%20in%20peace-keeping%201995.pdf> [Last accessed 16 October 2016].

<sup>64</sup><http://www.un.org/womenwatch/daw/public/w2000/Women2000/Women2000%20Role%20of%20women%20in%20peace-keeping%201995.pdf> [Last accessed 16 October 2016].

All Personnel Total	All Personnel % Women	Military Total	Military % Women	Civilian Police Total	Civilian Police % Women
19,232	n/a	15,684	n/a	3,548	0.2

Further impacting negatively on the mission were allegations of sexual abuse and mistreatment of women and children by the UNTAC military and police personnel. At the time, no policy or formal code of conduct existed for peacekeepers with respect to their interactions with local women and children in host countries other than an expectation to act as “model citizens”.

On 11 October 1992 an open letter to Yasushi Akashi , the then Special Representative of the UN Secretary-General (SRSG) for Cambodia and head of UNTAC, was published in the Phnom Penh Post signed by 100 men and women from UNTAC, NGO’s and the Cambodia community that detailed serious concerns and allegations of sexual harassment, stereotyping, increased prostitution and sexually transmitted diseases attributed to some male UNTAC personnel.<sup>65</sup>

Specifically:

- Sexual harassment and intimidation in public places
- Women feeling restricted in their movements because of the inappropriate behaviours displayed by male UNTAC personnel

---

<sup>65</sup> Findlay, Trevor. *Cambodia The Legacy and Lessons of UNTAC - SIPRI Research Report No. 9.* (1995). Oxford. Oxford University Press. pg 151. See at: <http://books.sipri.org/files/RR/SIPRIIR09.pdf> [Last accessed 16 October 2016]

- Cambodia and Asian women were victims of stereotyping and forced into subservient roles
- Leaving local women feeling powerless and victimized by the inappropriate behaviour of male UNTAC personnel as they have no redress
- Victims of sexual assault too fearful to report the incidents
- Dramatic increase in prostitution since UNTAC arrival and noticeable absence of condoms and education about their use. HIV rates escalated to an “emergency” level and,
- Lack of women representation in decision making processes within UNTAC

They further outlined several actions that they wanted to implement in cooperation with the UN to address the concerns they outlined.<sup>66</sup> In her book, *Men, Militarism, & UN Peacekeeping*, author Sandra Whitworth states that she “heard first hand series of concerns regarding the mission including charges of harassment and assault, cultural insensitivity, reported rapes, rise in prostitution, and HIV/AIDS.”<sup>67</sup>

More shocking than the allegations was the response by SRSK Akashi to the open letter stating that “boys will boys” and implying that “bringing peace to Cambodia, in other words, was accomplished in part through the deployment of soldiers who assumed that their prerogatives as militarized men

---

<sup>66</sup> The Phnom Penh Post. An Open Letter to Yasushi Akashi. See at: <http://www.phnompenhpost.com/national/open-letter-yasushi-akashi> [Last accessed 16 October 2016]

<sup>67</sup> Whitworth, Sandra. *Men, Militarism, & UN Peacekeeping - A gendered analysis*. (2004): Colorado. Lynne Rienner Publishers Inc. pg. 1

included access to prostitutes, as well as a freedom to pursue, harass, and assault local women.”<sup>68</sup> Specifically, he stated that he was “not a ‘puritan’”<sup>69</sup> and that “18-year-old, hot blooded soldiers enduring the rigors of Cambodia had the right to enjoy themselves, drink a few beers, and chase after beautiful young beings of the opposite sex.”<sup>70</sup> This kind of sexist expressions against women cannot be tolerated at any level in a UN mission, let alone by the SRSG.

Indeed, Cambodia and Khmer culture was not prepared for the influx of “blue berets” in its country. Many women, struggling financially after such turmoil in the country, turned to prostitution as a means of survival. The estimated number of prostitutes in Cambodia, according to the Cambodian Women’s Development Association, quadrupled - from 6,000 in 1992 to 25,000 at the height of the mission.<sup>71</sup>

Some reports have implied the UNTAC mission was responsible for bringing the HIV virus and AIDS to Cambodia, however it was in 1991 that the HIV virus was first detected in Cambodia.<sup>72</sup> That said, the rapid rise in prostitution and demand for sexual services did little to curb the spread of the disease.

---

<sup>68</sup> Ibid. pg. 13

<sup>69</sup> Fetherston, A.B. *Cultural Survival. UN Peacekeepers and Cultures of Violence*. See at: <https://www.culturalsurvival.org/publications/cultural-survival-quarterly/bosnia-and-herzegovina/un-peacekeepers-and-cultures-violence> [Last accessed 16 October 2016]

<sup>70</sup> Findlay, Trevor. *Cambodia The Legacy and Lessons of UNTAC - SIPRI Research Report No. 9*. (1995). Oxford. Oxford University Press. pg 140. See at: <http://books.sipri.org/files/RR/SIPRIRR09.pdf> [Last accessed 16 October 2016]

<sup>71</sup> Whitworth, Sandra. *Men, Militarism, & UN Peacekeeping - A gendered analysis*. (2004): Colorado. Lynne Rienner Publishers Inc. pg. 67

<sup>72</sup> Timelines of History. *Timeline Cambodia*. See at: <http://www.timelines.ws/countries/CAMBODIA.HTML> [Last accessed 16 October 2016]

In fact, child prostitution increased in part because they would be less likely to have caught the virus. Further, Cambodians referred to UNTAC as “the United Nations Transmission of AIDS to Cambodia”.<sup>73</sup> One organization, Cultural Survival, reports that “child virgins were sold to UN peacekeepers for as much as 500 pounds after which these children were worth considerably less, getting paid on average of 10 pounds per soldier”.<sup>74</sup> There can be little doubt that if children were being sold for sex, that they were being trafficked for sexual exploitation. Disturbingly, a Doctor from a medical NGO in Phnom Penh reported that “*the majority of injured people using the hospital’s resources were young children who were victims of sexual abuse by UN soldiers.*”<sup>75</sup>

Author Whitworth, interviewed local Cambodians in relation to the UNTAC mission and one man stated “everyone started to wonder what they had come here for, to implement a peace accord or to turn our women into prostitutes”. Whitworth further argued that the increased prostitution added to the strain in Cambodian-Vietnamese relations as Cambodians alleged that it was primarily Vietnamese women who had migrated to Cambodia and therefore the cause of the rising prostitution in its country.<sup>76</sup> Politically these accusations were then used as propaganda by the Khmer Rouge that

---

<sup>73</sup> Whitworth, Sandra. *Men, Militarism, & UN Peacekeeping - A gendered analysis*. (2004): Colorado. Lynne Rienner Publishers Inc. pg. 67

<sup>74</sup> Fetherston, A.B. Cultural Survival. UN Peacekeepers and Cultures of Violence. See at: <https://www.culturalsurvival.org/publications/cultural-survival-quarterly/bosnia-and-herzegovina/un-peacekeepers-and-cultures-violence> [Last accessed 16 October 2016]

<sup>75</sup> Lopes, Hayley. CRC Working Paper No. 8; Sexual Violence and Exploitation of Local Women by UN Peacekeepers: Addressing Militarized Masculinity. pg. 14 See at: [http://ustpaul.ca/upload-files/CRC/working\\_paper\\_81.pdf](http://ustpaul.ca/upload-files/CRC/working_paper_81.pdf) [Last accessed 16 October 2016]

<sup>76</sup> Whitworth, Sandra. *Men, Militarism, & UN Peacekeeping - A gendered analysis*. (2004): Colorado. Lynne Rienner Publishers Inc. pg.

UNTAC was “using prostitution as a method of slowly helping the Vietnamese colonize Cambodia.”<sup>77</sup>

The Constitution of the Kingdom of Cambodia was established on 24 September 1993 and, some would argue, too late, for the protection of the women and children that were vulnerable to exploitation prior to this. The constitution specifically provided for<sup>78</sup>:

*Article 45*

*“All forms of discrimination against women shall be abolished. The exploitation of women in employment shall be prohibited. Men and women are equal in all fields especially in marriages and matters of the family. Marriage shall be conducted according to conditions determined by law based on the principle of mutual consent between one husband and one wife.”*

*Article 46*

*“The commerce of human beings, exploitation by prostitution and obscenity which affect the reputation of women shall be prohibited...”*

*Article 48*

---

<sup>77</sup> Lopes, Hayley. CRC Working Paper No. 8; Sexual Violence and Exploitation of Local Women by UN Peacekeepers: Addressing Militarized Masculinity. pg. 14 See at: [http://ustpaul.ca/upload-files/CRC/working\\_paper\\_81.pdf](http://ustpaul.ca/upload-files/CRC/working_paper_81.pdf) [Last accessed 16 October 2016]

<sup>78</sup> Findlay, Trevor. *Cambodia The Legacy and Lessons of UNTAC - SIPRI Research Report No. 9.* (1995). Oxford. Oxford University Press. pg 198. See at: <http://books.sipri.org/files/RR/SIPRIIR09.pdf> [Last accessed 16 October 2016]

*“The State shall protect the rights of the children as stipulated in the Convention on Children, in particular, the right to life, education, protection during wartime, and from economic or sexual exploitation.”*

### 3. UNTAC Withdrawal and Lessons Learned

UNTAC had to remain until after the elections process. The Security Council approved the UNTAC withdrawal for 15 November 1993. This was later extended until 30 November 1993 for the Mine Clearance and Training Unit and to 31 December 1993 for the military police and medical sections.<sup>79</sup>

Throughout the early 1990's there were increasingly more articles and information being published about the escalation of human trafficking and child exploitation in Cambodia and abroad. An article in the Phnom Penh Post on 01 December 1995, titled “*Child sex trade a worrying problem*” outlined how the sale of Khmer children was on the rise:

*“Less visible but equally as thriving, is the sale of children into the sex industry feeding a growing demand for AIDS-free and disease free virgins....NGO's surveys indicate around 35 percent of women working int he industry are under 17 years old, so if estimates that around*

---

<sup>79</sup> UN Cambodia - UNTAC Background. See at: <http://www.un.org/en/peacekeeping/missions/past/untacbackgr2.html>  
[Last accessed 16 October 2016]

*35,000 sex workers in Cambodia are correct, more than 5,000 children are now ‘on the game’.*<sup>80</sup>

A UN report cites “one of the most visible impacts of the UNTAC mission from the gender perspective was its effect on the Cambodian sex industry”.

There are reports of some UN contingents in Cambodia having run their own “*field brothels*” in the countryside. Specifically, both the French and Bulgarian peacekeeping forces contingents ran their own field brothels and/or prostitution rings.<sup>81</sup> Even within Cambodia’s Museum of National History located in Siem Reap there is one primary reference to the UNTAC mission: a wax figure of a peacekeeper with his arm around a sex trade worker. This highlights one of the most important lessons to come out of the



UNTAC mission: accountability for the actions of its peacekeepers. There is no record of any

---

<sup>80</sup> Fitzgerald, Tricia. Phnom Penh Post. Child Sex trade a worrying problem. See at: <http://www.phnompenhpost.com/national/child-sex-trade-worrying-problem> [Last accessed 16 October 2016]

<sup>81</sup> Aoi Chiyuki, de Coning Cedric, Thakur Ramesh. Unintended consequences of peacekeeping operations. (2007) Japan. United Nations University. pg 32 See at: <https://collections.unu.edu/eserv/UNU:2483/pdf9789280811421.pdf>, [Last accessed 16 October 2016].



UNTAC personnel having faced disciplinary actions because of their behaviour. It was in fact after the UNTAC mission, and as a direct result of it, that the UN began to create policies in relation to the sexual conduct of peacekeepers, such as “*Codes of Conduct*”<sup>82</sup> but many years later. Although their effectiveness has been questioned, even so, it was a significant step in the direction of attempting to address the issue.<sup>83</sup>

UN record-keeping and data tracking of allegations of misconduct (sexual exploitation and abuse, and others) and subsequent actions started in 2006.<sup>84</sup>

---

<sup>82</sup> Since 1998, uniformed personnel have been provided with pocket cards of the Ten Rules: Code of Personal Conduct for Blue Helmets. See at: <https://cdu.unlb.org/UNStandardsofConductTenRulesCodeofPersonalConductForBlueHelmets.aspx> [Last accessed 19 October, 2016]

<sup>83</sup> Lopes, Hayley. Background Paper. Militarized Masculinity in Peacekeeping Operations: An Obstacle to Gender Mainstreaming. pg. 8 See at: <http://peacebuild.ca/Lopes%20website%20ready.pdf> [Last accessed 16 October 2016]

<sup>84</sup> United Nations Peacekeeping. Conduct and discipline. See more at: <http://www.un.org/en/peacekeeping/issues/cdu> [Last accessed 27 October 2016]

# Section IV - Current Situation of Human Trafficking in Cambodia: Response to the Problem: Law, policies & programmes

## 1. Understanding Human Trafficking Today

To understand the current situation of Human Trafficking in Cambodia and how it is being addressed, we must understand not only the types of trafficking networks that are relevant to the Cambodian perspective but also the push and pull factors that facilitate Human Trafficking in general.

In essence, *push factors* are those factors or conditions that push one towards exploitive situations or make them more vulnerable to those situations. Push factors include factors that are socio-economic (unemployment or extreme poverty and lack of social programs), political, cultural and gender biases (imbalance between men and women; no equal rights to education and employment), and others connected to conflict or post conflict settings. Most prevalent in Cambodia is the lack of education and/or skills which leads to unemployment and poverty.<sup>85</sup>

---

<sup>85</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 166

*Pull factors* are those factors which drive one to exploit individuals such as the perception of huge financial rewards and the demand for cheap labour (labour trafficking) or demand for individuals in the sex trade (tourism). The difficulty in detecting Human Trafficking makes traffickers perceive the crime as low risk. This combined with the ability to exploit victims repeatedly to the financial gain of the traffickers ensures makes human trafficking very lucrative and alluring to traffickers. There is also a *pull factors* for victims as well: the opportunity of what is believed to be “*a better life*” or promises of earning money which can lead to exploitive situations.<sup>86</sup>

In Cambodia, the high rate of unemployment, lack of access to medical facilities and basic care and housing, combined with high levels of poverty or underpaid and/or uneducated workers, all are strong overlapping push and pull factors. Traffickers prey on vulnerable individuals and on their desperation for a better life. Keo summarized in her study that there were four types, albeit imprecise, of trafficking networks in Cambodia: family-based; friend based; male-based; and opportunistic. Family based networks involve family members, such as mothers, coerce daughters into prostitution to support the family. Friend-based networks are primarily current or former sex workers who use deceit to lure female friends into the sex trade often under the guise of it being an easy way to earn money. Male-based networks consist of the men who were not only traffickers of their girlfriends or women they had raped, but also frequent users of brothels which added to the demand for prostitution. Finally, opportunistic networks are those individuals who lured women in vulnerable positions into trafficking situations.<sup>87</sup>

---

<sup>86</sup> Government of Canada. National Action Plan to Combat Human Trafficking. page 6. See at: <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-eng.aspx> [Last accessed 18 October 2016]

<sup>87</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 107

Keo conducted a study of individuals who were incarcerated for human trafficking in Cambodia between 1997 and 2007. In the study, which involved interviews of the incarcerated individuals, no linkage between organized crime and the “traffickers” was identified and 80% of the individuals in prison were women; the majority of those women were Cambodian. Interestingly, and contrary to Human Trafficking trends in other parts of the world, Keo found that Human Trafficking in Cambodia was not very lucrative. In fact, she cited that females usually take part in “[Steffensmeier and Allan (1996)]...low-risk and easy-to-perform crimes (which, I as I have shown earlier are operational characteristics of human trafficking in Cambodia) that fit their skills and provide adequate rather than substantial financial gains. My findings support their view.”

Although human trafficking is not as lucrative in Cambodia as other locales in the world, it still provides a more substantial source of income than the other job options within Cambodia.<sup>88</sup> Illiteracy and low educated women appeared to be more prevalent as human traffickers in Cambodia due to the lack of skill required together with their responsibility to care for their families. In many cases reviewed by Keo, the women had a complete lack of understanding of the laws surrounding Human Trafficking in addition to the lack of resources to be able to bribe officials for lighter sentencing or treatment.<sup>89</sup>

---

<sup>88</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 141-165

<sup>89</sup> Ibid. pg 167-168

In general, there have been six approaches to control trafficking focusing on: demand, morals, labor, migration, organized crime, and human rights. These approaches, as noted by Keo, are based on western values, concerns, and agendas.

- **Demand approach.** Decreasing or eliminating demand through strategies that include education, awareness, and criminalization.
- **Moral approach.** Moral condemnation of prostitution and the criminalization of all parties involved in prostitution is very controversial in many countries due to the stigmatization and risk of violence that it brings to sex trade workers.
- **Labor approach.** Legitimizing prostitution as a legal form of employment is believed by some to ensure that sex workers are not exploited and assist with their safety and health.
- **Migration approach.** This approach contends that illegal migration must be targeted through awareness, stricter immigration laws and border control, higher scrutiny of mixed marriages, and criminalization of human smuggling.
- **Organized crime approach.** This approach seeks to combat transnational crime by developing and enforcing strict laws against organized crime while improving regional and international cooperation and programs.
- **Human rights approach.** This is also known as the “victim-centred approach” and is popular among NGO’s (Non-Government Organizations) working in counter-trafficking programs. This approach embraces the

belief that “*trafficking causes the violation of the human rights of trafficked persons, and that these rights should be protected.*”<sup>90</sup>

In turn, these approaches generally promote two strategies: suppressing organized crime, illegal migration and prostitution; and, supporting and empowering trafficked persons.<sup>91</sup>

As of 2015, Cambodia was ranked as a Tier 2 Watch List on the TIP report for a third consecutive year and again reports that the majority of concern is human trafficking related to forced labor (men, women and children), domestic servitude and sexual exploitation.<sup>92</sup> Tier 2 Watch List means:

“The government of countries that do not fully comply with the TVPA’s minimum standards, but are making significant efforts to bring themselves into compliance with those standards, and for which:

- a) the **absolute number** of victims of severe forms of trafficking is very significant or is significantly increasing;
- b) there is a failure to provide evidence of **increasing efforts** to combat severe forms of trafficking in persons from the previous year, including increased investigations, prosecution, and convictions of trafficking crimes, increased

---

<sup>90</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 73-85

<sup>91</sup> Ibid. pg 72

<sup>92</sup> Trafficking in Persons Report. 2015 See at: <https://www.state.gov/documents/organization/245365.pdf> pg 110-112

assistance to victims, and decreasing evidence of complicity in severe forms of trafficking by government officials; or

c) the determination that a country is making significant efforts to bring itself into compliance with minimum standards was based on commitments by the country to take **additional steps over the next year.**”<sup>93</sup>

Combating Human Trafficking in Cambodia has required a multi-faceted, multi-agency approach with a variety of sectors working in partnership with one another: the Cambodian government and law enforcement officials, NGO’s, and the UN. For example, Cambodian law enforcement can be seen working in partnership and embedded with NGO’s that specialize in the enforcement of Human Trafficking.

## 2. Cambodian Law and Enforcement on Human Trafficking

While Cambodia has had in place for several years, laws in relation to human trafficking and the offences that are enforceable therein, the continuing challenge is exactly that: enforcement. Law enforcement in Cambodia typically do not have a good reputation and in fact are frequently accused of corruption and nepotism. From a gender perspective, as of 2008 only 4.2% of the 55,277 police officers were female.<sup>94</sup> Police are notoriously underpaid, with a monthly salary of approximately \$35

---

<sup>93</sup> Trafficking in Persons Report. 2015 See at: <https://www.state.gov/documents/organization/245365.pdf> pg 47

<sup>94</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 112

and very little, if any, operational budget for their police stations.<sup>95</sup> Disturbingly, the judiciary faces similar accusations of corruption and political interference. On more than one occasion judicial authorities have suffered retaliations for their court decisions, placing their personal safety at risk with every court decision they make. They also lack the salary, modern resources and training to do their jobs, as is seen with law enforcement.

In 1996 Cambodia established an Anti-Trafficking Law which remained in effect until February 2008. This law made procuring for child prostitution punishable by 10-20 years imprisonment. Specifically:

*Article 3*

*Any person who lures a human being, male or female, minor or adult of whichever nationality by ways of enticing or by any other means, promising to offer any money or jewelry, with or without the person's consent, by ways of forcing, threatening, or using of hypnotic drugs, in order to kidnap him/her for sale or prostitution shall be subjected to imprisonment from ten (10) to fifteen (15) years. The perpetrator shall be punished to imprisonment from fifteen (15) to twenty (20) years if such victim is a minor of less than 15 years old.*<sup>96</sup>

In 2000, the Government of Cambodia created the Department of Anti-Trafficking and Juvenile Protection Police (DATJP) which operates both nationally and provincially to implement anti-

---

<sup>95</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 114

<sup>96</sup> Ibid. pg 88



trafficking laws. They have also developed a trafficking database of offender records and set up a national trafficking hotline that is open 24-hours in Khmer, Vietnamese and English.<sup>97</sup>

In 2004 ASEAN (Association of South-East Asian Nations - Cambodia, Laos Myanmar, Thailand, Vietnam) established the *Declaration against Trafficking in Persons Particularly women and children*. It committed to:

*Establish a regional focal network to prevent and combat trafficking; increase regional and international cooperation; take necessary measures against individuals and/or syndicates engaged in trafficking.*<sup>98</sup>

In 2007, the Cambodian government created the National Taskforce (NTF) to combat human trafficking which was meant to be a policy-making entity. Another higher level body was established, “The Leading Task Force to Fight Human Trafficking, Smuggling, Exploitation, and Sexual Exploitation of Women and Children (the Leading Taskforce)” headed by the Deputy Prime Minister and the Minister of Interior.<sup>99</sup>

In 2008, Cambodia brought into force a new law on the “*Suppression of Human Trafficking and Sexual Exploitation*” and although it criminalized all forms of trafficking, it lacked definitions for

---

<sup>97</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 87

<sup>98</sup> ASEAN. See at:

<http://hrlibrary.umn.edu/research/Philippines/ASEAN%20Declaration%20Against%20Trafficking%20in%20Persons%20Particularly%20Women%20and%20Children.pdf> [Last accessed: 26 October 2016]

<sup>99</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 86

“trafficking”, “victim”, accomplice, and buyer leaving the law difficult to enforce and to understand.<sup>100</sup> It also sent the message that prostitution and human trafficking are the same, which as previously discussed in this study, it is completely erroneous. Further, it left those laws open to wide interpretation by the judiciary. Harsher penalties were also enacted to provide a deterrent to child prostitution. Some NGO’s have reported that there has a been a decline in such instances however, statistics in Cambodia are typically unreliable due to a lack of a centralized hub for such information. Unfortunately, some NGO’s also over inflate their statistics to meet their mandates and/or their research methodology has errors.<sup>101</sup> The research of Keo summarizes the potential harm that can result from weak laws and implementation of those laws.

*“The UN trafficking definition and the Cambodian laws were found deficient in many respects. They fail to clearly define key terms, which is particularly hazardous for justice and human rights. For instance, the Cambodian anti-trafficking legal framework casts a wide net over poorly defined activities that include and confound trafficking, smuggling, and prostitution. As shown in Chapter 3, this is happening in a country with a legacy of widespread poverty and social inequality, and a weak and corrupt criminal justice system. This situation is likely to entrap and punish many poor and possibly innocent people in the name of an international war on the un-determinate evil of human trafficking.”<sup>102</sup>*

---

<sup>100</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 88

<sup>101</sup> Ibid. pg 100

<sup>102</sup> Ibid. pg 91

As of December 2009 Cambodia and Myanmar were the most active in honoring the commitments outlined in the 2004 ASEAN *Declaration against Trafficking in Persons Particularly women and children*.<sup>103</sup> During this same time period, the Cambodian government merged the NTF and the Leading Taskforce into *The National Committee to Lead the Suppression of Human Trafficking, Smuggling, Labor Exploitation and Sexual Exploitation in Women and Children*.<sup>104</sup> As of April 2010, there were six working groups comprised of government agencies and NGO's focused on: prevention, protection/recovery/reintegration, law enforcement, justice, international coronation and MOU, and child affairs.

Most recently, on 21 November 2015, the ASEAN Convention Against Trafficking in Persons Especially Women and Children signed as part of the a legal framework for “...*regional action in preventing and combating trafficking in persons, including the protection of, and assistance to, victims of trafficking in persons*” which was ratified by Cambodia on 15 January 2016<sup>105 106</sup>

---

<sup>103</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 72

<sup>104</sup> Ibid. pg 87

<sup>105</sup> ASEAN Convention Against Trafficking in Persons, Especially Women and Children. See at: <http://agreement.asean.org/media/download/20160303122945.pdf> [Last accessed 26 October 2016]

<sup>106</sup> ASEAN Agreements. See at: <http://agreement.asean.org/home/index.html> and <http://agreement.asean.org/agreement/detail/330.html> [Last accessed 26 October 2016]

### 3. UN Initiatives and Programmes

The UN has a strong presence in Cambodia in a variety of areas: UNICEF, Human Rights, International Labour Organization (ILO), International Organization for Migration (IOM), UN-ACT, UNODC, UNESCO (United Nations Educational, Scientific and Cultural Organization), UNDP (UN Development Programme), FAO (Food and Agriculture Organization of the UN), UN Women, and many more.

It has maintained Human Rights Office of the High Commissioner (HROHC) office since 1993 when it was mandated to monitor human rights during the transitional period between 1991 and 1993, which continued after the work of UNTAC was concluded.<sup>107</sup> As of 2002, the office advises the government on the development of stronger laws against trafficking, and supports NGO activities specific to education and awareness, victim assistance and investigating violations. They are also part of a project called Law Enforcement Against Sexual Exploitation and Trafficking of Children (LEASETC).<sup>108</sup> This project was implemented over an 8-year period in Cambodia, commencing in April 2000 until December 2008 with the objective of capacity building and training in investigative techniques, establishing a 24-hour hotline and a national sex crimes database. A report by United Nations Children's Fund (UNICEF) indicated that there was a decrease in trafficking for sexual

---

<sup>107</sup> United Nations Human Rights Office of the High Commissioner. See at: <http://cambodia.ohchr.org/en/about-us/who-we-are> [Last accessed 06 November 2016]

<sup>108</sup> United Nations Human Rights Office of the High Commissioner. Statement by Director. National Seminar on Law Enforcement Against Sexual Exploitation and Trafficking of Children. See at: [http://cambodia.ohchr.org/sites/default/files/presstatementsource/Statement\\_18092002E.pdf](http://cambodia.ohchr.org/sites/default/files/presstatementsource/Statement_18092002E.pdf) [Last accessed 06 November 2016]

exploitation from 2005 to 2008 though the reasons for the decrease are undetermined. The report also indicated that Cambodia has made the following strides in the field of human trafficking:<sup>109</sup>

### **Bilateral Memorandum of Understanding (MOU)**

- Viet Nam – on Cooperation against Vietnam-Cambodia Cross-border Human Trafficking, Especially Trafficking In Women And Children (2007)
- Viet Nam – on Bilateral Cooperation for Eliminating Trafficking in Women and Children and Assisting Victims of Trafficking (2005)
- Thailand – on Bilateral Cooperation for Eliminating Trafficking in Women and Children and Assisting Victims of Trafficking (2003) affirmed in the Guidelines for Cooperation between Cambodia and Thailand on Criminal Justice Process of Trafficking-Related Crimes (2006)
- Thailand – on Cooperation on Employment of Workers (2003)

### **National plans, guidelines and circulars**

- DRAFT Instructions on Child Witnesses and Victims in the Criminal Justice Process
- National Minimum Standards for Victims of Human Trafficking (2009)

---

<sup>109</sup> UNICEF. LEASETC Assessment. See at: [http://www.unicef.org/evaldatabase/files/Cambodia\\_2009-001\\_-\\_rev\\_LEASETC\\_Assessment\\_Sections\\_I-IV.pdf](http://www.unicef.org/evaldatabase/files/Cambodia_2009-001_-_rev_LEASETC_Assessment_Sections_I-IV.pdf)

- Cambodia Second National Plan Against Trafficking in Persons and Sexual Exploitation (originally planned for 2006-2010 and now moved to 2010-2014) --awaiting approval
- Guidelines on Raids and Rescues in Implementing the Law on Suppression of Human Trafficking and Sexual Exploitation (2008)
- Agreement on Guidelines for Practices and Cooperation between the Relevant Government Agencies and Victim Support Agencies in Cases of Human Trafficking (2007)
- Guidelines for the Protection of the Rights of Trafficked Children of the Kingdom of Cambodia (2007)
- Circular on Reintegration and Follow Up Activities for Victims who Stay in Government and Non-Government Organization Centres (2007)
- Circular on Strengthening and Expansion of the Movements for Combating Trafficking in Women and Children (1999)

As previously outlined in this paper, UNTOC and the protocols to Prevent, Suppress, and Punish Trafficking in Persons especially Women and Children came into force 25 December 2003.

United Nations Inter-Agency Project on Human Trafficking (UNIAP) was established in June 2000 “...to facilitate a stronger and more coordinated response to human trafficking the in the Greater Mekong Sub-region (Cambodia, China, Lao, PDR, Myanmar, Thailand and Vietnam).” UNIAP

brought together multiple governments, UN agencies and international NGO's. It was later replaced by UN-ACT in 2014 which was established “...to ensure a coordinated approach to more strategically and effectively combat trafficking in persons in the Greater Mekong Sub-Region and beyond.”<sup>110</sup>

The ILO is the only tripartite UN agency which aims to bring governments, employers, and workers of Member states together to set labor standards, develop policies and programmes that promote decent work for men and women.<sup>111</sup> Cambodia has been a member since 1969 and provides information, publications, training and guides on work related issues including labour trafficking such as their publication “*Referral Directory: Services for Labour Migrants and Survivors of Trafficking (Cambodia 2014)*”.<sup>112</sup>

IOM works with government, NGO's, and inter-governmental agencies with Member states in the field of migration and migration issues including forced migration (human trafficking). They have been focusing on awareness of the risks of labour trafficking, capacity building, and improving labour migration management. IOM noted that labour trafficking is particularly increasing in the area of Cambodian men being exploited in the fishing industry and being held captive at sea or in

---

<sup>110</sup> UN-ACT. United Nations Action for Cooperation Against Trafficking in Persons. See at: <http://un-act.org> [Last accessed 16 October 2016]

<sup>111</sup> International Labor Organization. About the ILO. See at: <http://www.ilo.org/global/about-the-ilo/lang--en/index.htm> [Last accessed 06 November 2016]

<sup>112</sup> Ibid.

neighboring nations. IOM contributes with many initiatives in the field of migration and labour trafficking issues.<sup>113</sup>

## 4. NGO Initiatives and Programmes

There are a number of various NGO's and programmes operating in Cambodia in the area of anti-human trafficking. A summary of a few of them are:

- **Child Protection Unit.** This unit is unique in that the Cambodian National Police are embedded with the NGO to assist in the investigations that involve crimes against children including homicide, sexual assault, child trafficking, and abuse. The Unit works with the CNP to ensure highest standards of investigative techniques are employed in such investigations to ensure positive outcomes in the identification, location, and arrest of individuals who commit these crimes. This unit works in partnership with the Cambodian Children's Fund Organization.<sup>114</sup>
- **Hagar International.** This NGO works with women and children who have been victims of sexual exploitation, violent rape, labor trafficking, domestic violence and acid attacks. They provide after care to victims including

---

<sup>113</sup> International Organization for Migration. Cambodia. See at: <http://www.iom.int/countries/cambodia#ct> [Last accessed 06 November 2016]

<sup>114</sup> Cambodian Children's Fund. Child Protection Unit. See at: <https://www.cambodianchildrensfund.org/program/child-protection-unit-cpu/> [Last accessed 06 November 2016]



shelters, legal support, education and employment training and access to programs, health care, counselling, and assistance with reintegration.<sup>115</sup>

- **Ratanak International.** Ratanak takes a unique approach through awareness and education in communities on human trafficking. They also have funded a rehabilitation centre to assist women and children who have been rescued from exploitation. Additionally, education and skills training to empower survivors to reintegrate into their communities and be able to thrive.
- **Agape International Missions.** Their SWAT team (AIM Rescue Team) works with the local police to investigate and rescue underage girls and women in the sex industry, in addition to victims of labor trafficking and organ trafficking. Individuals who are rescued are provided care in their after-care home and programs.<sup>116</sup>
- **Action pour les Enfants (APLE).** This NGO works primarily to combat child sexual abuse and sexual exploitation. In addition to receiving reports of

---

<sup>115</sup> Hagar International. See at: <https://www.hagarinternational.org/international/our-work/where-we-work/cambodia/> [Last accessed 06 November 2016]

<sup>116</sup> Agape International Missions. AIM Swat Team. See at: <http://agapewebsite.org/projects/fight/investigation-team/> [Last accessed 06 November 2016]

potential victims and assisting local authorities with investigations, they also provide training to law enforcement and communities.<sup>117</sup>

- **The Asia Foundation.** This organization works on many initiatives, not limited to: working with Cambodian government on policy, development of a national action plan to counter trafficking, and raising awareness through training.<sup>118</sup>
- **World Education.** Through Capacity Building developed a program for youth called Youth on the Move which provides training in the field of migration, life options, exploitation, and trafficking.<sup>119</sup>
- **World Vision.** Their website states that they have anti human trafficking initiatives but information was minimal in the specifics of the programs offered.<sup>120</sup>

---

<sup>117</sup> Action pour les Enfants (APLE). See at: <http://aplecambodia.org> [Last accessed 06 November 2016]

<sup>118</sup> The Asia Foundation. See at: <http://asiafoundation.org/resources/pdfs/1CBtrafficking.pdf> [Last accessed 06 November 2016]

<sup>119</sup> World Education. See at: <http://www.worlded.org/WEIInternet/international/project/display.cfm?ctid=na&cid=na&tid=40&id=7361> [Last accessed 06 November 2016]

<sup>120</sup> World Vision. See at: <https://www.worldvision.org/about-us> [Last accessed 06 November 2016]

# Conclusions

When I started the research for this thesis, my objective was to understand the evolution of Human Trafficking in Cambodia which has been complicated and exacerbated by the civil unrest and conflict that the country has endured for decades. Certainly, the post-Khmer Rouge regime era has had the most impact as the nation continues to try to rebuild itself but is still suffering the consequences of that regime given its very recent occurrence. The most prevalent of those consequences being the lack of education, social and economic assistance and options for citizens. Thus, this was a *perfect storm* environment when the UNTAC mission occurred and following it, the rise of and demand for prostitution.

Despite the downfalls of the UNTAC mission and its negative influence, it's clear that the view of Human Trafficking from a Cambodian context is considerably different than that of North America in that statistics show the majority of human trafficking in Cambodia is that of labour trafficking and domestic servitude, compared to the majority being in the area of sexual exploitation in North America (as noted in Section 1, Part 5 of this thesis). This is also supported in the information provided in the 2015 TIP report.

While Cambodia is striving to make efforts in tackling human trafficking with the assistance of its international government partners, the UN, international organizations, and NGO's, there is more to be done.

What has been evident throughout my research is that the primary push and pull factors for human trafficking in Cambodia signify the harsh reality of the socio-economic situation that leaves so many families and individuals struggling to survive on a daily basis and seeking ways to alleviate their destitution. Keo (2014), emphasized that this economic disparity was evident in the incarcerated women that she interviewed who, prior to their arrest, battled for survival for themselves and their families. With their incarceration, a ripple effect of trauma and further destitution has occurred for the families, likely left to force family members to find sources of income they would not otherwise consider.<sup>121</sup>

Keo's final words of her book, are powerfully thought provoking:

*"If the push and pull factors that sustain the circuits of survival affect all sides of this survival, the demand, the offenders, and the victims, then harsh laws miss the point. What is required is not more law and punishment, but more legitimate opportunities to survive."<sup>122</sup>*

---

<sup>121</sup> Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge. pg 204

<sup>122</sup> Ibid.

# References

## BOOKS

Keo, Chenda. *Human Trafficking in Cambodia*. (2014): Oxon. Routledge.

Sandy, Larissa. *Women and Sex Work in Cambodia: Blood, Sweat, and Tears*. (2014). London and New York. Routledge.

Whitworth, Sandra. *Men, Militarism, & UN Peacekeeping - A gendered analysis*. (2004): Colorado. Lynne Rienner Publishers Inc.

## WEB-SITES

Action pour les Enfants (APLE). See at: <http://aplecambodia.org> [Last accessed 06 November 2016]

Agape International Missions. AIM Swat Team. See at:

<http://agapewebsite.org/projects/fight/investigation-team/> [Last accessed 06 November 2016]

Aoi Chiyuki, de Coning Cedric, Thakur Ramesh. Unintended consequences of peacekeeping operations. (2007) Japan. United Nations University. pg 32 See at:

<https://collections.unu.edu/eserv/UNU:2483/pdf9789280811421.pdf>, [Last accessed 16 October 2016].

Archavanitkul, Kritaya. Combating the Trafficking in Children and their Exploitation in Prostitution and Other Intolerable Forms of Child Labour in Mekong Basin Countries. Appendix E The Case of Cambodia. See at: <http://www.seameo.org/vl/combat/appendixe.htm> [Last accessed 16 October 2016]

ASEAN. See at:

<http://hrlibrary.umn.edu/research/Philippines/ASEAN%20Declaration%20Against%20Trafficking%20in%20Persons%20Particularly%20Women%20and%20Children.pdf> [Last accessed: 26 October 2016]

ASEAN Convention Against Trafficking in Persons, Especially Women and Children. See at: <http://agreement.asean.org/media/download/20160303122945.pdf> [Last accessed 26 October 2016]

ASEAN Agreements. See at: <http://agreement.asean.org/home/index.html> and <http://agreement.asean.org/agreement/detail/330.html> [Last accessed 26 October 2016]

The Asia Foundation. See at: <http://asiafoundation.org/resources/pdfs/1CBtrafficking.pdf> [Last accessed 06 November 2016]

Cambodian Children's Fund. Child Protection Unit. See at:

<https://www.cambodianchildrensfund.org/program/child-protection-unit-cpu/> [Last accessed 06 November 2016]

Columbia. Journal of International Affairs. Human Trafficking in the Post-Cold War Period:

Towards a Comprehensive Approach. See at: <http://jia.sipa.columbia.edu/online-articles/human-trafficking-post-cold-war/> [Last accessed: September 2016]

Fetherston, A.B. Cultural Survival. UN Peacekeepers and Cultures of Violence. See at:

<https://www.culturalsurvival.org/publications/cultural-survival-quarterly/bosnia-and-herzegovina/un-peacekeepers-and-cultures-violence> [Last accessed 16 October 2016]

Findlay, Trevor. *Cambodia The Legacy and Lessons of UNTAC - SIPRI Research Report No. 9.*

(1995). Oxford. Oxford University Press. pg 151. See at:

<http://books.sipri.org/files/RR/SIPRIRR09.pdf> [Last accessed 16 October 2016]

Fitzgerald, Tricia. Phnom Penh Post. Child Sex trade a worrying problem. See at:

<http://www.phnompenhpost.com/national/child-sex-trade-worrying-problem> [Last accessed 16 October 2016]

Government of Canada. National Action Plan to Combat Human Trafficking. page 6. See at: <https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/ntnl-ctn-pln-cmbt/index-eng.aspx> [Last accessed 18 October 2016]

Hagar International. See at: <https://www.hagarinternational.org/international/our-work/where-we-work/cambodia/> [Last accessed 06 November 2016]

Index Mundi. Cambodia. See at: <http://www.indexmundi.com/cambodia/#Introduction> [Last accessed 03 November 2016]

International Labour Organization. About the ILO. See at: <http://www.ilo.org/global/about-the-ilo/lang--en/index.htm> [Last accessed 06 November 2016]

International Organization for Migration. Cambodia. See at: <http://www.iom.int/countries/cambodia#ct> [Last accessed 06 November 2016]

Jeffreys, Sheila. *The Industrial Vagina: The Political Economy of the Global Sex Trade*. (2009): London and New York. Routledge. See at: <http://feministes-radicales.org/wp-content/uploads/2010/11/Sheila-Jeffreys-Industrial-Vagina.pdf> [Last accessed 16 October 2016]



Kiernan, Ben. Recovering History and Justice in Cambodia, page 77. See at:  
www.gsp.yale.edu/sites/default/files/files/**Kiernan**Comparativ2004.doc [Last accessed 16 October 2016].

Ledbetter, Chyanne. Suffering in Silence; the Real Story of Human Trafficking in Cambodia. pg 7.  
See at: [http://my.jessup.edu/publicpolicy/wp-content/uploads/sites/39/2014/04/Ledbetter\\_Chyanne.pdf](http://my.jessup.edu/publicpolicy/wp-content/uploads/sites/39/2014/04/Ledbetter_Chyanne.pdf) [Last accessed 16 October 2016]

Lopes, Hayley. CRC Working Paper No. 8; Sexual Violence and Exploitation of Local Women by UN Peacekeepers: Addressing Militarized Masculinity. pg. 14 See at: [http://ustpaul.ca/upload-files/CRC/working\\_paper\\_81.pdf](http://ustpaul.ca/upload-files/CRC/working_paper_81.pdf) [Last accessed 16 October 2016]

Lopes, Hayley. Background Paper. Militarized Masculinity in Peacekeeping Operations: An Obstacle to Gender Mainstreaming. pg. 8 See at:  
<http://peacebuild.ca/Lopes%20website%20ready.pdf> [Last accessed 16 October 2016]

Monson, Amanda. What is Behind Human Trafficking in Cambodia? pg. 6. See at:  
[http://traccc.gmu.edu/pdfs/student\\_research/Copy%20of%20Monson\\_Cambodia.pdf](http://traccc.gmu.edu/pdfs/student_research/Copy%20of%20Monson_Cambodia.pdf) [Last accessed 16 October 2016]

National Institute of Justice. Human Trafficking. See at: <http://www.nij.gov/topics/crime/human-trafficking/pages/welcome.aspx> [Last accessed 02 November 2016]

Niamvanichkul, Nodwarang. Human Trafficking for Sexual Exploitation in Southeast Asia, 2013, pg 69. See at: [http://etd.fcla.edu/CF/CFE0004901/Niamvanichkul\\_Nodwarang\\_Thesis.pdf](http://etd.fcla.edu/CF/CFE0004901/Niamvanichkul_Nodwarang_Thesis.pdf) [Last accessed 16 October 2016].

Ouch Sony. 2016. *Owners Deny Pimping Cafe Staff*. Cambodia Daily. 12 July 2016 See at: <https://www.cambodiadaily.com/archives/owners-deny-pimping-cafe-staff-115341/> [Last accessed 11 November 2016]

Pech Sotheary. 2016. *Trafficking victims rescued form Thai vessel*. Phnom Penh Post. 02 May 2016 See at: <http://www.phnompenhpost.com/national/trafficking-victims-rescued-thai-vessel> [Last accessed 11 November 2016]

The Phnom Penh Post. An Open Letter to Yasushi Akashi. See at: <http://www.phnompenhpost.com/national/open-letter-yasushi-akashi> [Last accessed 16 October 2016]

Sandy, Larissa. *Women and Sex Work in Cambodia: Blood, Sweat, and Tears*. (2014). London and New York. Routledge. Chapter 3, Sihanouk's Thesis A and B: sex work in post-independence

Cambodia. See at: <https://openresearch-repository.anu.edu.au/bitstream/1885/7169/4/ChapterThree.doc> [Last accessed 09 November 2016]

Sen David. 2016. *China brides reduced; alleged brokers busted*. Phnom Penh Post. 03 September 2015. See at: <http://www.phnompenhpost.com/national/china-brides-rescued-alleged-brokers-busted> [Last accessed 11 November 2016].

United Nations. Meetings Coverage and Press Releases. United Nations Member States. See at: <http://www.un.org/press/en/2006/org1469.doc.htm> [Last accessed 16 October 2016]

United Nations Peacekeeping. Conduct and discipline. See more at: <http://www.un.org/en/peacekeeping/issues/cdu> [Last accessed 27 October 2016]

UN Advance Mission in Cambodia. See at: <http://www.un.org/en/peacekeeping/missions/past/unamic.htm> [Last accessed 20 October 2016]

UN Joint Framework for Addressing Human Trafficking in Cambodia. Background. pg 3. See at: <http://un-act.org/publication/view/united-nations-a-framework-for-addressing-human-trafficking-in-cambodia/> [Last accessed 16 October 2016].

UN-ACT. United Nations Action for Cooperation Against Trafficking in Persons. See at: <http://un-act.org> [Last accessed 16 October 2016]

UN-ACT. Cambodia, The Trafficking Situation. See at: <http://un-act.org/countries/cambodia/> [Last accessed 16 October 2016].

United Nations Division for the Advancement of Women. The role of women in United Nations peace-keeping, pg 7-8. See at: <http://www.un.org/womenwatch/daw/public/w2000/Women2000/Women2000%20Role%20of%20women%20in%20peace-keeping%201995.pdf> [Last accessed 16 October 2016].

UN Cambodia - UNTAC Background. See at: <http://www.un.org/en/peacekeeping/missions/past/untacbackgr2.html> [Last accessed 16 October 2016]

UN Cambodia - UNTAC Background. See at: <http://www.un.org/en/peacekeeping/missions/past/untacbackgr2.html> [Last accessed 16 October 2016]

UN Cambodia - UNTAC Background. See at:

<http://www.un.org/en/peacekeeping/missions/past/untacbackgr2.html> [Last accessed 16 October 2016]

United Nations Convention Against Transnational Organized Crime and the Protocols Thereto.

United Nations (2004): New York. pages 7-8. See at:

<https://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf> [Last accessed 02 November 2016]

United Nations Development Programme. Human development Reports. See at:

<http://hdr.undp.org/sites/default/files/ranking.pdf> [Last accessed 03 November 2016]

United Nations Human Rights Office of the High Commissioner. Statement by Director. National Seminar on Law Enforcement Against Sexual Exploitation and Trafficking of Children. See at:

[http://cambodia.ohchr.org/sites/default/files/presstatementsource/Statement\\_18092002E.pdf](http://cambodia.ohchr.org/sites/default/files/presstatementsource/Statement_18092002E.pdf) [Last accessed 06 November 2016]

United Nations Human Rights Office of the High Commissioner. See at:

<http://cambodia.ohchr.org/en/about-us/who-we-are> [Last accessed 06 November 2016]

UNICEF. LEASETC Assessment. See at:

[http://www.unicef.org/evaldatabase/files/Cambodia\\_2009-001\\_-\\_rev\\_LEASETC\\_Assessment\\_Sections\\_I-IV.pdf](http://www.unicef.org/evaldatabase/files/Cambodia_2009-001_-_rev_LEASETC_Assessment_Sections_I-IV.pdf)

UNODC. 2014 Global Report on Trafficking in Persons (2014): Vienna. United Nations. page 5

See at: [https://www.unodc.org/documents/data-and-analysis/glotip/GLOTIP\\_2014\\_full\\_report.pdf](https://www.unodc.org/documents/data-and-analysis/glotip/GLOTIP_2014_full_report.pdf)

[Last accessed 02 November 2016]

UNODC. Global Programmes. See at: [https://www.unodc.org/documents/human-](https://www.unodc.org/documents/human-trafficking/leaflets/Global_Programmes_against_TIP_and_SOM.pdf)

[trafficking/leaflets/Global\\_Programmes\\_against\\_TIP\\_and\\_SOM.pdf](https://www.unodc.org/documents/human-trafficking/leaflets/Global_Programmes_against_TIP_and_SOM.pdf) [Last accessed: 02 November 2016].

UNODC. International Framework for Action. To Implement the Trafficking in Persons Protocol

(2009): New York. United Nations. page 3. See at: [https://www.unodc.org/documents/human-](https://www.unodc.org/documents/human-trafficking/Framework_for_Action_TIP.pdf)

[trafficking/Framework\\_for\\_Action\\_TIP.pdf](https://www.unodc.org/documents/human-trafficking/Framework_for_Action_TIP.pdf) [Last accessed 02 November 2016]

United Nations Office on Drugs and Crime. Human Trafficking. See at:

<https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html> [Last accessed 16

October 2016]

UNODC SEAsia-Pacific. Photo/Diagram. See at:

[https://twitter.com/unodc\\_seap/status/759303870724075520](https://twitter.com/unodc_seap/status/759303870724075520) [Last accessed 02 November 2016]

UNODC. See at: <https://www.unodc.org/unodc/en/human-trafficking/what-is-human-trafficking.html>.

[Last accessed 30 October 2016]

U.S. Department of State. Trafficking in Persons Report. See at:

<https://www.state.gov/j/tip/rls/tiprpt/> [Last accessed 02 November 2016]

University of Central Arkansas. Political Science. 36. Cambodia (1954-Present). See at:

<http://uca.edu/politicalscience/dadm-project/asiapacific-region/cambodia-1954-present/> [Last

accessed 16 October 2016]

World Bank Organization. Cambodia Overview. See at:

<http://www.worldbank.org/en/country/cambodia/overview> [Last accessed 03 November 2016]

World Education. See at:

<http://www.worlded.org/WEIInternet/international/project/display.cfm?ctid=na&cid=na&tid=40&id=>

[7361](#) [Last accessed 06 November 2016]

World Vision. See at: <https://www.worldvision.org/about-us> [Last accessed 06 November 2016]