





Red circles indicate primary areas of Shared Hope International field research.

JAMAICA:

LOCALIZATION OF SEX TOURISM AND TRAFFICKING

The Ultimate sex tour, beautiful, black teens as your personal escorts. Jamaican girls are known for firm bodies in every chocolate shade, just made for loving...Jamaica remains a popular destination among those seeking to satisfy sexual appetites.

— Advertisement by JSV (Jamaican Singles Vacations, Ltd.)²⁸

After receiving more than thirty offers of young girls for sex, field researchers assisted a team of six officers from the Jamaican Constabulary Force (JCF), Organized Crime Investigations Division, under the direction of Victor Barrett, Assistant Superintendent of Police, in preparing at a luxury hotel in Kingston. Two adjoining rooms at the hotel were prepared for a sting operation to catch two men offering to sell for sex the alleged 13-year-old niece of one of the men. The officers were in plain clothes and eager to be involved in the first such sting operation. The police team then split up and hid themselves in various sections of the hotel. Pedro, the “uncle”, and another man arrived with the 13-year-old girl named Anna* and were guided by one field researcher through the crowded public area around the pool and bar of the hotel and into the prearranged bedroom. After confirming the details of the sale, the researcher passed marked bills totaling \$400 to the pimp, Pedro, while police monitored the transaction with listening and video devices. The door to the adjoining room burst open as two police officers came in and arrested the two suspects. Anna was ushered into the adjoining room where a counselor was waiting to receive her and provide appropriate care. The marked money was located on the two suspects. The men’s cell phones were seized along with their other personal possessions. The video of the event was provided to the JCF and prosecutors for their use in the prosecution of the traffickers. Upon interview with the police, Anna explained that Pedro was not her uncle but rather the father of a friend and a taxi driver in Kingston, and that she had actually just turned 14 but had been told by Pedro to say she was only 13, as the younger age made her more valuable.

As of February 2007, this case charging the two men with criminal violations of the trafficking provisions of the Child Care and Protection Act is pending.²⁹ The two pimps are out on bail and a March 12, 2007, trial date scheduled.³⁰ Once decided, this case will set legal precedent, along with other pending cases under the same provisions, for future prosecutions in Jamaica.

* All names have been changed to protect identities.

²⁸ See <<http://jamaica-sex-tours.com>>.

²⁹ Child Care and Protection Act, 2004 provides definitions of child abuse and neglect, procedures for responding to allegations, and judicial remedies, including a criminal provision for child trafficking; mandates that the child’s views be taken into account when the child is of sufficient age and maturity to form his or her own views; creates the position of “Children’s Advocate,” who serves as legal representative to a child if it appears to the court that the child is in need of representation and if the child consents to the representation. See <http://www.cda.gov.jm/child_care_protection_act.php>.

³⁰ Henry, Paul, “Men accused of human trafficking out on bail,” *The Jamaica Gleaner*, January 23, 2007 <http://www.jamaicaobserver.com/news/html/20070122T220000-0500_118215_OBS_MEN_ACCUSED_OF_HUMAN_TRAFFICKING_OUT_ON_BAIL_.asp>; Sinclair, Glenroy, “Child Prostitute: Men over 50 charged with pimping 13-y-o,” *The Jamaica Gleaner*, May 30, 2006 <<http://www.jamaica-gleaner.com/gleaner/20060530/lead/lead1.html>>. Accessed on February 8, 2007. At the time of printing, this case has been continued and remains pending.

THE MARKETPLACE

With a total population of approximately 2,650,000 in a small area of 10,991 square kilometers (about 6,830 square miles), Jamaica has long been a tourist destination, predominantly for North American and British citizens. The profile of victims found in the marketplace of sexual exploitation in Jamaica is broad, ranging from foreign women trafficked into and through Jamaica, to young Jamaican girls entering the sex markets often out of economic desperation.

Reliance on local women and children in the Jamaican commercial sexual services markets was observed in field research and is further evidenced by the weekly fair held at Hendon Square, a bus park in Savanna-la-Mar, at which between 150 and 200 women come from around the country seeking employment in commercial sexually exploitative businesses. A report on sexual exploitation of children in Jamaica by Sian Williams, the Caribbean Early Childhood Advisor for UNICEF from the University of the West Indies, provides anecdotal evidence that most of the girls at this fair are between the ages of 14 and 18.³¹ Another example of the sale of women and children for sex was the Culloden Sex Auction, reported widely as a place for the hiring of girls for go-go (erotic) dancing and more.³² The police eventually shut down the event, citing it as a “major centre of influence” for human traffickers.³³ The girls often move from club to club as one closes and another opens. Men and boys are reportedly also being recruited in growing numbers.

The internal trafficking of Jamaican children was cited in the U.S. Department of State’s *Trafficking in Persons Report 2005*. Jamaica was placed on the Tier 3 list of countries whose governments do not fully comply with the minimum standards for the elimination of trafficking as detailed in the Trafficking Victims Protection Act of 2000 (TVPA) and are not making significant efforts to do so.³⁴ Though Jamaica was elevated to the Tier 2 Watch list in 2006, the *Trafficking in Persons*

³¹ “Sexual Violence and Exploitation of Children in Latin America and the Caribbean: The Case of Jamaica,” Inter-American Children’s Institute, *People’s Recovery, Empowerment, and Development Assistance Foundation (PREDA) Archive*, 1999 <<http://www.preda.org/archives/research/csa/ecpat1.html>>. Accessed on December 20, 2006.

³² “That Culloden Club,” *The Jamaica Observer*, July 3, 2005.

<http://www.jamaicaobserver.com/news/html/20050702t200000-0500_83472_obs_that_culloden_club.asp>. Accessed on December 20, 2006.

³³ “The Police Shut Down Sex Auction in Culloden,” *The Jamaica Observer*, September 1, 2005

<http://www.jamaicaobserver.com/news/html/20050901t000000-0500_87387_obs_police_shut_down_sex_auction_in_culloden.asp>. Accessed on December 20, 2006.

³⁴ The United States, Department of State, *Trafficking in Persons Report 2005*, (Washington, DC: US Department of State, 2005) 131. The minimum standards are detailed in the Trafficking Victims Protection Act of 2000 (TVPA 2000) Sec. 108. Minimum Standards for the Elimination of Trafficking (Public Law 106–386) 114 STAT. 1481 (a)—MINIMUM STANDARDS.—For purposes of this division, the minimum standards for the elimination of trafficking applicable to the government of a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking are the following: (1) The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking. (2) For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault. (3) For the knowing commission of any act of a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense. (4) The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons. (b) CRITERIA.—In determinations under subsection (a)(4), the following factors should be considered as indicia of serious and sustained efforts to eliminate severe forms of trafficking in persons: (1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons that take place wholly or partly within the territory of the country. (2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked. (3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons. (4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons. (5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition). (6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons

Report 2006 noted that Jamaica continued to be “a source country for men, women, and children trafficked for the purposes of sexual exploitation and labor.”³⁵

Women and children are trafficked internally from rural to urban and tourist areas for sexual exploitation.³⁶ This activity is found in numerous areas, suggesting a nation-wide problem. Portmore -St. Catherine, a large suburban municipality and extension of Kingston, has become the unofficial but tolerated “red light” district (along Port Henderson Road) consisting of motels, go-go bars, and other clubs. Minors involved in commercial sex markets are often found in Negril and Savanna-la-Mar, Westmoreland, Montego Bay, St. James and Spanish Town.³⁷ Recruitment and exploitation reportedly occur in the Jamaican communities of Greater Kingston, St. Catherine, Spanish Town, St. Andrew, Savannah-la-Mar, Lucea, St. Elizabeth, Denham Town, Portmore, Harbor View, Papine, and Trench Town.³⁸ Domestic victims are moved to and from the tourist areas and the nearby coastal communities, especially Montego Bay, Negril and Ocho Rios, to satisfy both local and foreign demand. Foreign sex tourists tend to frequent the clubs in Ocho Rios, where large cruise ships come into port, and Montego Bay, where the international airport delivers foreign tourists via several direct flights each day from cities such as Toronto, Miami, Atlanta, and London. Some of these sex tourists also end up in Negril, where the phenomenon of Rent-a-Rasta—male prostitution—has captured a great amount of attention.³⁹

Amid the internal trafficking of Jamaicans for sex, reports of foreign victims of trafficking continue to be publicized, as well as the overseas trafficking of both Jamaican and foreign victims from Jamaica to other countries. One report states, “Substantial evidence, including interviews of actual victims, reveal that both foreign and national victims are being trafficked overseas, through the Dominican Republic, the Bahamas, Barbados, Antigua, Trinidad and Tobago, Panama, Honduras, Puerto Rico, St. Maarten, Barbados, and Curacao, to final destinations including the United Kingdom, the United States, and the Middle East (i.e. Saudi Arabia, Qatar, and Dubai).⁴⁰ Locally, the increase in foreign “dancers,” predominantly Russian girls, in Montego Bay, Negril, Ocho Rios and Kingston, is a topic of concern.⁴¹ In a July 2005 raid of the Dolls House Club in Montego Bay for suspected human trafficking, eight foreign nationals from Russia, Barbados, Cuba, Guyana and Dominica, and two Jamaican women were held; all were released except one, as they held valid work permits.⁴² The one Barbadian woman who was not released was charged with not having a valid work permit. More recently, the Government of Jamaica has suspended the issuance of work permits for go-go dancers, which are believed to facilitate trafficking, though requests by hotels for such work permits to staff the go-go clubs on the premises continue to be granted.⁴³ The abuse of work permits or special work visas by traffickers and facilitators is seen in all four of the countries examined as a way of concealing the illegal activity with a veneer of legality.

and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country. (7) Whether the government of the country vigorously investigates and prosecutes public officials who participate in or facilitate severe forms of trafficking in persons, and takes all appropriate measures against officials who condone such trafficking.

³⁵ At the time of printing, 2007 Trafficking in Persons Report reflects the work done by the Government of Jamaica and Non-governmental Organizations to combat Trafficking in Persons and has ranked Jamaica as Tier 2.

<<http://www.state.gov/g/tip/v15/triprpt/2007>>. Accessed on June 12, 2007.

³⁶ *Trafficking in Persons Report 2005*, p.148.

³⁷ Myers Jr., John, “Mounting Concerns About Sexual Exploitation of Children,” *The Jamaica Gleaner*, June 13, 2004 <<http://www.jamaica-gleaner.com/gleaner/20040613/news/news4.html>>. Accessed on December 21, 2006.

³⁸ United States, United States Agency for International Development, *Jamaica Anti-Trafficking Assessment*, (Washington: Chemonics International Inc., 2005), p.4.

³⁹ *Rent a Rasta*, dir. J. Michael Seyfert, DVD, Yeah But/Not Now Productions, 2006. View at <<http://www.rentarasta.com/FL/RENTaRASTA.html>>. Accessed on December 8, 2006.

⁴⁰ *Jamaica Anti-Trafficking Assessment*, Chemonics, p.4.

⁴¹ “Alleged Human Trafficker Held in Montego Bay,” *The Jamaica Gleaner*, July 15, 2005.

⁴² *Ibid.*

⁴³ United States, Office to Monitor and Combat Trafficking in Persons, *Trafficking in Persons Interim Assessment*, (Washington, DC: U.S. Department of State, 2007).

Overall, Jamaica is serving as a transit, source and destination country, with the multiple effects of sex tourism creating a demand within Jamaica and within the region.

The sex tourism and trafficking markets in Jamaica are different from the more developed nations observed. Organizationally, the commercial sex markets in Jamaica are less complex, involving less technology and fewer middlemen in the transaction of selling women and children for sex. For example, while organized escort agencies are not as prevalent in Jamaica, escort services abound in a fashion distinct to Jamaica: the street hustler who will sell or procure anything the tourist wishes, including young girls for sex. Jamaican men crowd the sidewalks in and around tourist hotels and resorts and operate as a loosely organized network of pimps and escort agents. The same facilitator can procure marijuana, cocaine and a taxi ride at a “good price.” Taxi services deliver men to various clubs and massage parlors that pay sizable commissions for this service, similar to the arrangements seen in the United States where taxi services are often facilitators. Men can choose women and, after paying a large fee to the club or spa, bring them back to the hotel or utilize the rooms on the premises or the conveniently located adjacent hourly rate hotel rooms. In addition, pimps will rent accommodations for a girl to prostitute for one or more nights at the large all-inclusive tourist resorts, like *Hedonism*, in order to service the tourists who have been primed by advertising to expect anything and everything.⁴⁴

Observed Venues of Commercial Sexual Exploitation

City	Name of Club	Victims (all female)	Buyer
Kingston	Platinum Strip Club	Russian, East European, Balkan	North American, European expatriates and tourists, 30's
	Caesars Girls	Jamaican	Locals
	Infinity	Russian/Ukrainian/Jamaican; reportedly owned by Syrian Arabs, reputed connection to Russian Mafia	North American, European expatriates and tourists, 30's
	Taboo Strip Club	Ukrainian, Jamaican; reportedly owned by Chinese Jamaican Brian Chung	North American/European expatriates and tourists, 30's
	Latin Movements	Panamanian, Dominican, Brazilian, Barbadian, Jamaican	Mixed locals and tourists
	Fantasy Club	Previously Dominican girls, now Jamaican	Mixed locals and tourists
Ocho Rios	Shades	Jamaican	Jamaican men, tourists
	Doll's House	Russian, Jamaican	Tourists
Montego Bay	Moods	Jamaican Connected to <i>Triple XXX</i> in Negril and reported trafficking ring in Bahamas	Mixed locals and tourists
	Massage Parlor (aka Rejuvenation Center)	Jamaican	American, Canadian, European
	Hedonism	Jamaican	Middle aged Caucasian men and women
	Jungle Club	Jamaican	American, European, including Czech Republic
	Negril	Triple XXX	Reported trafficking ring to Bahamas; Jamaican
Scrub-a-dub		Jamaican	Jamaicans

These locations were observed by SHI field researchers.

⁴⁴ SHI Research Report, May 18, 2006. On file with authors.

BUYERS

WHO ARE THE BUYERS OF COMMERCIAL SEX?

It's a variety; you have low end of society, middle class, and rich guys that spend an enormous amount of money on women...Believe me, there are rich, rich guys in this country involved.⁴⁵

— Victor Barrett, Assistant Superintendent of Police
Jamaica Constabulary Force

Jamaica presents a broad spectrum of buyers ranging from western women as buyers to local men as consumers increasingly entering the sex market as it grows and becomes more normalized. Though Jamaica is commonly seen as a haven for sex tourists from wealthy countries, at least one recent report and field observations suggest that more and more Jamaican males, including young professionals, are buying sexual favors from men and women who reside on the island. A 2004 National Knowledge Attitudes, Behaviour and Practice Survey of a randomly selected sample of 1800 persons nation-wide done by health ministry staff in Jamaica revealed there was an increase in the 25–49-year-old male buyers of commercial sex.⁴⁶

Field research in Jamaica's primary commercial sex markets reveals a broad-based group of male buyers as well, for example Polish engineers working on contract, British and American expatriates and military personnel, and South American and Japanese businessmen. NGOs report that business is best during the winter tourist season, particularly in the coastal resort towns of Negril, Montego Bay and Ocho Rios. However, local demand is satisfied year round directly through the club owners and managers who might move girls from town to town to satisfy the local demand.⁴⁷ Studies note the local demand as well.⁴⁸

Jamaica presents a unique sex tourism scenario of the four countries examined: foreign women traveling to Jamaica seeking sex with young Jamaican men. Though both sexes flock to Jamaica for sex tourism, popular culture has promoted an image of the sex tourists in Jamaica as that of the middle-aged women from Great Britain and other western countries indulging in the “boyfriend experience” which includes sexual services from young Jamaican men in the warm, sexualized climate of Jamaica's beach resorts.⁴⁹ One report from Negril explains, “Negril is not as dreamlike as it looks. It is no longer visited primarily for sun, sea and sand. Instead it is the destination of choice for an increasing number of British female sex tourists. An estimated 80,000 single women, from teenagers to grandmothers, flock to the island every year and use the services of around 200 men known as ‘rent-a-dreads’, ‘rastitutes’ or ‘the Foreign Service’ who make this resort their

⁴⁵ Victor Barrett, Assistant Superintendent of Police, Jamaica Constabulary Force, Organized Crime Investigations Division, Personal interview, May 24, 2006.

⁴⁶ “Men for Sale,” *The Jamaica Observer*, August 14, 2005.

<http://www.jamaicaobserver.com/news/html/20050813t220000-0500_86107_obs_men_for_sale_.asp>. Accessed on December 20, 2006.

⁴⁷ Reverend Margaret Fowler, Director of Theodora Project, Negril, Personal interview, May 26, 2006.

⁴⁸ “Country Report: Jamaica,” The Protection Project, Johns Hopkins University School of Advanced International Studies <<http://www.protectionproject.org/jamaica.doc>>. Accessed on December 20, 2006.

⁴⁹ Dunn, Leith, *Jamaica: Situation of Children in Prostitution: A Rapid Assessment* (Geneva: International Labor Office, 2001) p.14-15. See also Boodram, Annan, “Sex Tourism,” *Caribbean Voice*, August 1–15, 2001.

<<http://www.caribvoice.org/Travel&Tourism/sextourism.html>>. Accessed on December 4, 2006.

headquarters.”⁵⁰ These young men, sometimes boys, are also known as “Beach Boys,” and “Rent-a-Rasta,” while the white female buyers are referred to as “milk bottles” due to their pale skin⁵¹ and black women are referred to as “Stellas”⁵² after the release of the popular film “How Stella Got Her Groove Back,” after which there was reportedly a measurable increase in trips to Jamaica by single female buyers seeking young Jamaican boyfriends.⁵³

...the rights and wrongs of female sex tourism: is it harmless fun, a mutually beneficial business transaction? Or is it exploitation and, if so, who is the victim and who is the perpetrator—the women who fall for declarations of true love or the mostly poor, underemployed men who make them? What makes it different from male sex tourism, which is normally seen as sleazy and abhorrent?⁵⁴

The debate over female sex tourism in Jamaica has been vigorous. Many argue that there is no correlation between the male sex tourist traveling to use prostitutes and the female sex tourists engaging in holiday flings. Just as many Japanese men view their prostitution of women from the Philippines as a form of economic aid, some well-to-do professional western women hiring “beach boys” believe that they are helping destitute local boys.⁵⁵ This vision of a vacation fling can lead occasionally to long-term relationships, but often these flings simply spread diseases.

Research suggests women on holiday are less likely to use contraception or protection against STDs than at home... Sex tourism is making this problem worse.⁵⁶

Around one in five British holidaymakers under the age of 25 is failing to practice safe sex while abroad, according to a study published this month by Trojan Condoms.⁵⁷

⁵⁰ Martin, Lorna, “Sex, Sand, and Sugar Mummies in a Caribbean Beach Fantasy,” *The London Observer*, July 23, 2006. <<http://travel.guardian.co.uk/article/2006/jul/23/jamaica.theatre.theobserver>>. Accessed on December 20, 2006.

⁵¹ Hoggard, Liz, “Sun, Sea, and Gigolos,” *London Independent*, July 9, 2006.

<http://news.independent.co.uk/uk/this_britain/article1168172.ece>. Accessed on December 20, 2006.

⁵² Jeff Heinrich, “In Winter, A Tourist Woman’s Fancy Lustily Turns to Thoughts of Sex,” *Ottawa Citizen*, January 8, 2007 <<http://www.canada.com/ottawacitizen/story.html?id=2bdb148d-66df-4f8a-918f-ffe59d617b90&k=17066>>. Accessed on December 20, 2006.

⁵³ Hoggard, Liz, “Sun, Sea, and Gigolos,” *London Independent*, July 9, 2006; Martin, Lorna, “Sex, Sand, and Sugar Mummies in a Caribbean Beach Fantasy,” *The London Observer*, July 23, 2006.

⁵⁴ Martin, Lorna, “Sex, Sand and Sugar Mummies in a Caribbean Beach Fantasy,” *The Observer*, 23 July 2006. The Royal Court theatre in London staged Sugar Mummies in fall 2006 which explored the issue of female sex tourism in Jamaica.

⁵⁵ “Sex Tourism as Economic Aid,” *The Guardian*, July 12, 2003

<<http://www.smh.com.au/articles/2003/07/11/1057783358449.html>>. Accessed on December 4, 2006.

⁵⁶ Bindel, Julie, “This is Not Romance: Women Who Pay for Sex on Holiday Are as Guilty of Exploiting Their Power as Men Who Use Prostitutes,” *The Guardian*, August 9, 2006 <<http://www.guardian.co.uk/commentisfree/story/0,,1840101.00.html>>. Accessed on December 20, 2006.

⁵⁷ Hoggard, Liz, “Sun, Sea, and Gigolos,” *London Independent*, July 9, 2006.

A longer term arrangement may be established in which young men are kept “on retainer” for quick visits facilitated by the direct flights between western cities, such as London and Miami, and major cities in Jamaica. Young men are often set up with an apartment and school tuition is paid as compensation for their intimate and ready availability. Some argue that this arrangement is mutually beneficial, particularly in a poverty-ridden country such as Jamaica.

MARKETING AN ISLAND ESCAPE

Sex tourism marketing is rampant and overt in Jamaica, much more so than the other countries studied in this report. Whereas Amsterdam and Las Vegas also have reputations as tourist destinations for those seeking commercial sex, Jamaica’s warmth and location in the Caribbean makes it more sensually and sexually appealing as an escape from reality. The idea of an “island escape” where all of one’s senses can be stimulated is portrayed in virtually all of Jamaica’s marketing efforts.

Marketing of commercial sex is found in many forms, including television, print, and most prevalent in Jamaica, word of mouth. Escort services, such as *New Girls in Negril*, are advertised on television. The services send girls to one’s home or hotel room for “freaky parties.” Brochures and cards advertising strip clubs are readily available. In Montego Bay, the seedy *Doll’s House* (raided in 2004 by police for exploiting foreign women) features Russian and Jamaican dancers while the more upscale *Taboo Club* more discreetly offers “forbidden pleasures” at its New Kingston address. Massage parlors are gaining in popularity. Some of the night clubs act as massage parlors during the day, using local girls. Police sources state that more than 150 massage parlors are in operation in Kingston and St. Catherine alone.⁵⁸ Street hawkers, hotel porters and valets, taxi drivers, and other members of the tourist industry take a proactive role in marketing commercial sex to visitors through word of mouth. It is very easy to locate girls for sex. A stroll outside any of the major hotels in Jamaica will invite a flurry of solicitations by local Jamaican men. Underage girls as young as thirteen are offered and delivered for sex.

RECRUITMENT OF VICTIMS

Everyone is involved in the sex business in Jamaica: teachers, accountants, waitresses, as everyone is poor. Sometimes I had to bear the hunger when things were slow and no customers were around.⁵⁹

— Sex Trafficking Survivor from Negril

⁵⁸ Officer Victor Barrett, Assistant Superintendent of Police, Jamaica Constabulary Force, Personal interview, May 24, 2006.

⁵⁹ “Natasha,” Sex Trafficking Survivor, personal interview, May 25, 2006.

“Katie” began working as a go-go (exotic) dancer at the *Shades* nightclub in Ocho Rios and *Club Triple XXX* in Negril when she was 17. After working for two months as a go-go dancer, the club management forced her to have sex with some of the clients who were willing to pay handsomely. While working at *Club Triple XXX*, she overheard other girls talking about the good money to be made at *Fantasies* in the Bahamas as go-go dancers. The management would pay for the flight, about \$350.00, but she would have to pay back that amount over time. Katie decided to try it. Once she arrived at *Fantasies* she recognized some girls from *Shades*—they too had been recruited from there. While working at *Fantasies*, Katie was not allowed to leave the compound where the girls were housed and her passport was held by the manager. She would have sex with buyers in the VIP rooms at the club because it was safer than leaving the club. The living conditions were poor and they were constantly monitored. She returned to Jamaica with no money saved.



Club Triple XXX—Negril, Jamaica

“Natasha” is originally from Kingston and heard of the clubs and growth in tourism in Negril and the opportunity to make money there. She was 16 years old when she arrived in Negril. The first club that she heard of was *Club Triple XXX*. Natasha explained that *Club Triple XXX* is managed by a 35-year-old Jamaican man named Wayne. She also indicated that the owner of *Club Triple XXX* also owns a club in Montego Bay called *Shades*. It was November when she arrived and the club had just opened—she read the recruiting advertisement in the local paper. The job at *Club Triple XXX* only required strip dancing, but soon she was told of an opportunity for her in a club in the Bahamas called *Fantasies* as a bartender, which was a job she far preferred over go-go dancing. When Natasha arrived in the Bahamas she was met at the airport by an employee of *Fantasies* and transported to a living area adjacent to the club where all of the staff stayed. Shortly after, her passport was confiscated and she was told it would not be returned to her until she paid her debt of the one-way airline ticket to the Bahamas. There actually were no bartending positions available so Natasha was forced to dance. Natasha was not aware that she would be required to strip dance but was told so immediately upon her arrival at *Fantasies*. She was required to pay rent for room and board, pay for costumes and shoes, and she had to pay the club to work there each night. At the end of her shifts most of her tips were collected for the club—the only money that she kept was money she was able to hide. Prostitution was presented as the only real way for her to make additional money though 50% of the money earned from prostitution was collected by the club.

Natasha finally escaped *Fantasies* with the help of a local man who also purchased her return ticket to Jamaica. Natasha named the owner of *Fantasies* as Mike Morris and had heard that he owned another club in St. Maarten. Natasha eventually returned to Jamaica with no money.⁶⁰

The accounts of “Katie” and “Natasha” demonstrate recruitment methods of regional trafficking networks operating in Jamaica. These affiliations and other organized crime networks have been cited as onerous barriers to countering sex trafficking in Jamaica.⁶¹

Individuals are recruited at loosely organized events for work in erotic entertainment venues in many locations around the island. An example was the weekly Culloden Sex Auction before its closure by police in September 2005 in response to American pressure through the *Trafficking in Persons Report 2005* Tier 3 ranking.⁶² Reportedly, a new event started in a new location nearby immediately after the closure of the Culloden Sex Auction.

Local girls are also recruited through newspaper advertisements, such as those seen in *The Jamaica Observer*. Many are tricked into doing commercial sex work believing that they would only dance or tend bar. Word of mouth is another common method of recruitment of foreign and domestic women and children.

⁵⁹ “Katie” and “Natasha”, Sex trafficking survivors, Personal interviews, May 25, 2006.

⁶⁰ *Exploratory Assessment of Trafficking in Persons in the Caribbean Region* (Geneva: International Organization of Migration, 2005) pp.83-85.

⁶¹ “That Culloden Club,” *The Jamaica Observer*, July 3, 2005

<http://www.jamaicaobserver.com/news/html/20050702t200000-0500_83472_obs_that_culloden_club.asp>. Accessed on December 1, 2006.

Foreign trafficking victims are often recruited from their home countries by fellow nationals, many of them former victims of trafficking. Two Ukrainian women dancing at a club in Kingston were recruited in Odessa, Ukraine by someone who had returned from Kingston and told them about dancing opportunities at a club called Taboo. Upon their arrival in Jamaica, they learned that their recruiter had lied about the work involved and received a \$500 kickback from the traffickers for finding the girls.⁶³ This phenomenon of returned victim recruitment is increasing in many source countries and contributes to the ongoing trafficking of foreign victims to Jamaica.

VICTIMS

According to a 2004 survey, the number of individuals used in the sex industry island-wide numbered 20,000⁶⁴ in an island population of approximately 2,650,000. Young girls are brought into the commercial sex markets at very early ages as a result of neglect, domestic violence, parental alcoholism and a host of other factors that make them vulnerable to sex predators and more likely to be recruited into the commercial sex markets.⁶⁵ Children account for 39 percent of Jamaica's population of 2.6 million and 43 percent of them are poor and live in rural areas.⁶⁶ The following numbers from a 2004 Children First Agency Report illustrate the extreme vulnerability of children in Jamaica: thirty percent of minors, especially boys, are functionally illiterate; eight percent of reported HIV cases (4,443) are among children under the age of ten, often contracted through birth by infected mothers; four-fifths of HIV-infected children live in poor households; one out of eight (51 of 410) adolescents studied were raped, molested or tricked into having sex against their wishes, or perpetrated similar acts against another adolescent. In a sample of 178 females, 29 (16%) were victims of sexual abuse, five were raped more than once and most before 14 years of age.⁶⁷

According to a November 2001 ILO/IPEC report, the prostitution of minors in Jamaica is extensive.⁶⁸ Particularly disturbing are the trends towards "Sugar Daddy" girls and "Chapses." Sugar Daddy girls are often below the age of twelve when they have sexual relations with adult men, and chapses are teenage boys having sexual relations with older women known as "Sugar Mummies." Both Sugar Daddies and Sugar Mummies provide economic support, access to education and a higher standard of living.⁶⁹

Also on the rise is the production of pornography featuring minors, portraying the commercial sexual exploitation of a child. Checks by *The Sunday Gleaner* in Jamaica "revealed a great demand for locally-produced pornographic movies with young girls."⁷⁰ Several disturbing offenses in the recent months brought this issue to the public's attention. "The Chocolate Surprise," a film

⁶³ SHI Research Report, May 26, 2006. On file with authors.

⁶⁴ "Men for Sale," *The Jamaica Observer*, August 14, 2005, citing 2004 Ministry of Health National Survey of Knowledge Behavior and Practice <http://www.jamaicaobserver.com/news/html/20050813t220000-0500_86107_obs_men_for_sale_.asp>. Accessed on February 8, 2007.

⁶⁵ Peoples Action for Community Transformation (PACT), *Report of the Trafficking in Persons Activity: Prioritizing Prevention—Building Awareness*, (Washington, D.C.: United States Agency for International Development, 2005).

⁶⁶ UNICEF, "At a Glance: Jamaica," <<http://www.unicef.org/infobycountry/jamaica.html>>. Accessed on February 8, 2007.

⁶⁷ *Jamaica Anti-Trafficking Assessment*, Chemonics, p. 4, quoting excerpt from a 2004 report on adolescents in urban St. Catherine by Children First Agency sponsored by Save the Children and the EU.

⁶⁸ Dunn, Leith L., *Jamaica Situation of Children in Prostitution: A Rapid Assessment*, (Geneva: ILO and International Programme on the Elimination of Child Labour, 2001).

⁶⁹ "Child Prostitution Widespread in Jamaica," *Jamaica Observer*, July 21, 2002 <http://www.jamaicaobserver.com/news/html/20020720T230000-0500_29195_OBS_CHILD_PROSTITUTION_WIDESPREAD_IN_JAMAICA.asp>; Accessed on February 8, 2007. Myers, Jr., John, "Mounting Concerns about Sexual Exploitation of Children," *The Jamaica Gleaner*, June 13, 2004 <<http://www.jamaica-gleaner.com/gleaner/20040613/news/news4.html>>. Accessed on February 8, 2007.

⁷⁰ Luton, Daraine, "Technology Now Aiding Child Pornography," *The Jamaica Gleaner*, July 16, 2006. <<http://www.jamaica-gleaner.com/gleaner/20060716/lead/lead9.html>>. Accessed on February 8, 2007.

depicting a female student performing oral sex on a male student at the National Stadium following the National Boys' and Girls' High School Athletics Championships in Kingston, was sold for \$350-\$500 on DVD and was taped by cellular phone.⁷¹ In late 2006, Jamaica was shaken by the news of a case involving a well-known deacon of a church, Donovan Jones, who was hired to take a 13-year-old girl from school to her home, but allegedly supervised her repeated sexual assault by several boys aged 15-18 years in the back of a van over a period of days, while one of the boys allegedly videotaped the acts. The four were charged initially with sexual assault but those charges were upgraded to five counts of human trafficking under the Child Safety and Protection Act 2004.⁷²

Numerous foreign adult women are found in go-go clubs in the larger cities of Kingston and Montego Bay. Hired to dance, many of these women find that they must prostitute in order to pay off their debt to the trafficker and send some money back to their impoverished families. Thus, the clubs serve as staging grounds for prostitution and often profit directly by also requiring payment to remove the girls from the club grounds.

FACILITATION

He indicated that he knew foreign women were being trafficked into Jamaica and into clubs in Kingston which specifically advertised foreign women. However, through arrest of these women by overstaying their visas he had not been able to get them to talk or share any details of their situation in Jamaica or recruitment from their home country which led to them being deported rather than counted as a trafficking victim. Currently, the Anti-Trafficking Unit has no provision to hire a woman counselor who could assist with the intake procedure. Additionally, the department has no place to put these women except the jail, and they offer no type of security in exchange for their cooperation. On several occasions Victor had kept the women detained at his office rather than sending them to the prison/jail, because he felt as if they had already been through enough.⁷³

Organized crime has been cited by some analysts as a force permitting the markets to flourish. However, field research revealed the immediate fear in Jamaica is of highly organized and extremely violent localized gangs, particularly in Kingston and surrounding areas. Though the extent of involvement of these gangs in trafficking in persons is not known with certainty, the role they serve as rulers of specifically demarcated areas contributes to the transactions occurring without threat of law enforcement interference. Further, according to one of the sex trafficking survivors interviewed, the police are "directly involved and frequented the Jamaican clubs and served as security guards for the establishment."⁷⁴ Even Air Jamaica employees were involved in facilitating the illegal entry of people for human trafficking to the United States.⁷⁵ This "environment of corruption"⁷⁶ is, in itself, a facilitator of the sex tourism and trafficking markets in Jamaica.

⁷¹ Ibid.

⁷² "Sex Deacon, Co-Accused Back in Court December 15," *The Jamaica Observer*, November 27, 2006 <http://www.jamaicaobserver.com/news/html/20061126T190000-0500_115858_OBS_SEX_DEACON_CO_ACCUSED_BACK_IN_COURT_DECEMBER_.asp>. Accessed on February 8, 2007. "Sex Deacon Case Stalled," *Extra News*, February 8, 2007 <<http://www.xnewsjamaica.com/content/home/detail.asp?iData=461&iCat=324&iChannel=2&nChannel=Articles>>. Accessed on February 8, 2007.

⁷³ SHI Research Report, May 26, 2006, citing Officer Victor Barrett. On file with authors.

⁷⁴ "Natasha," Personal interview, May 25, 2006.

⁷⁵ Myers Jr., John, "US Bars Air Jamaica Trio Accused of Human Trafficking," *The Jamaica Gleaner*, June 21, 2005 <<http://www.jamaica-gleaner.com/gleaner/20050621/lead/lead1.html>>. Accessed on December 5, 2006.

⁷⁶ United States Government, Office to Monitor and Combat Trafficking in Persons, *Trafficking in Persons Interim Assessment*, (Washington, D.C.: U.S. Department of State, 2007).

Familial trafficking is highly prevalent in Jamaica where women and men struggle to survive in a depressed economy and a society in which the importance of marriage and family have diminished. Mothers and fathers are known to pimp their daughters, and boyfriends sometimes live off the earnings of girlfriends forced to prostitute. A mother who was asked why she would take her daughter to the now-closed Culloden Sex Auction answered, “Lady, you don’t know what it is to be hungry.”⁷⁷ Of note is the focus on familial trafficking in the Jamaica Trafficking in Persons (TIP) Act which passed the House in December and the Senate on January 26, 2007. Under the TIP Act, parents or guardians who surrender their children for exploitation will be charged with trafficking in persons and potentially ordered to pay restitution to the victim if found guilty. Parents are known to traffic their children to pay for basic needs, such as school tuition and food.

The reality within the Jamaican society these days, is that we have children who have been encouraged and even forced by their parents to sell their bodies for money and favours... What is not known is that there are Jamaica women who will send their daughters and sons out nightly to “work the beat” and take money home to them. Many of these children are not allowed back into the home unless a certain amount of money is made nightly... Quite a few of these children, some of whom are boys, have to sell their bodies to these “big men” on and off the hills, in order for them and their families to survive.⁷⁸

Many sectors of the hotel and tourism industry in Jamaica facilitate sex tourism and trafficking markets. Valets, concierges, and other hotel staff actively seek out visitors and offer them any pleasure they wish, including sexual services. Employees have the know-how and the awareness of the hotel procedures and are in a position to help visitors find the girls and get them into the hotel rooms. Indeed, permitting local girls to be checked into hotels for sex work is an act of facilitation. Many hotels contain go-go clubs which act as staging grounds for commercial sex of all kinds. On a larger scale, advertising by the hotel and tourism industry encourages tourists to engage in commercial sex activities, thereby increasing the demand for commercial sexual services and the women and children to provide those services on the island.

Some hotels have taken an executive-level stance against child sex tourism and prostitution occurring on the premises. For example, Carlson-Wagonlit Companies, based in the United States, has signed the Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism, committing this large hotel and restaurant network to be vigilant against child sex tourism in the many locations and venues constituting the consortium.⁷⁹ At least one hotel manager in Kingston has stated that child prostitution is not permitted; furthermore, the hotel has instituted a night room assessment to fill a charitable fund instituted by the hotel to pay

⁷⁷ *Exploratory Assessment of Trafficking in Persons in the Caribbean Region*, p.87, citing key informant interview.

⁷⁸ Hyatt, Stephen-Claude. “My Parent and My Pimp – Child Prostitution in Jamaica.” *The Jamaica Gleaner*, December 6, 2001 <<http://www.jamaica-gleaner.com/gleaner/20011206/cleisure/cleisure5.html>>. Accessed on December 5, 2006.

⁷⁹ Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism, available at <<http://www.thecode.org>>. Under the Code of Conduct, suppliers of tourism services adopting the code commit themselves to implement the following six criteria:

1. To establish an ethical policy regarding commercial sexual exploitation of children.
2. To train the personnel in the country of origin and travel destinations.
3. To introduce a clause in contracts with suppliers, stating a common repudiation of commercial sexual exploitation of children.
4. To provide information to travelers by means of catalogues, brochures, in-flight films, ticket-slips, home pages, etc.
5. To provide information to local “key persons” at the destinations.
6. To report annually.

for the building of new schools in Jamaica.⁸⁰ Empowering these institutions by bringing them into an alliance to combat human trafficking can be an effective tool. However, the stances taken by the hotels officially do not always trickle down to the lower level or auxiliary staff, who may continue to facilitate the exploitation of women and children within the hotels and resorts.

Wayne Cummings, president of the Negril Chamber of Commerce and first vice president of the Jamaica Hotel and Tourist Association (JHTA), told the Sunday Herald that sex tourism is not condoned by the organisations that he represents. He pointed out that although many visitors to exotic locations such as Jamaica often arrive with hope of finding an “escort”, the country has made efforts to move away from this image. “It still happens, but we categorize it as tourist harassment. We invite tourists here for sun, sea, sand and Jamaican hospitality, which does not necessarily include sexual favours,” said Cummings. He added that sex tourism brought with it many negative implications such as the spread of infectious diseases and a tarnished national image. “Those persons in the sex tourism industry are better served by getting training and incorporate themselves into legitimate tourism jobs,” he said. Cummings indicated that tourism interests in the resort towns have better working relationships with the police, and this has prevented the problem from being an overt one. He also indicated that tourism interests have also begun to address the problem through education. Cummings also spoke to the issue of staff training at the Sandals hotel chain to ensure that internal and external interaction does not become or appear untoward.

— Posted by *Jamaica Sunday Herald*,
12 June 2006⁸¹

The primary approach by government and non-governmental organizations in combating the commercial sex tourism market in Jamaica has been directed at the victim rather than the buyer. As illustrated in the statement below, the tourism industry considers pimps soliciting buyers as ‘tourist harassment’ and tourist awareness of trafficking as bad for business. The tourism communities tend to discourage the economically disadvantaged and coerced from prostituting rather than to prosecute the sex tourist for buying trafficked victims.

The 2001 revision of the CARICOM Treaty made the CARICOM passport for community nationals and preferential employment treatment for CARICOM citizens—especially university graduates, media workers, sportspersons, artists, and musicians—one of its main goals.⁸² The new passports are machine-readable, with the intent of increasing the security of the document and improving immigration controls. As of early 2007, eight member states have introduced CARICOM passports: Antigua and Barbuda, Dominica, Grenada, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname and Trinidad and Tobago. Jamaica was expected to begin issuing the CARICOM passports by January 2007, but the date was delayed and issuance is now expected to begin before the end of 2007. The expectation is that all the member states will have introduced the CARICOM passport by 2008, as required by the CARICOM Treaty.⁸³ This regional passport regime may result in easier travel for the members

⁸⁰ Kingston Hilton KIDSS charity. SHI Research Report, October 20, 2006. On file with authors.

⁸¹ Available at <<http://www.rentarasta.com>>. Accessed on December 8, 2006.

⁸² Revised Treaty of Chaguaramas Establishing the Caribbean Community Including the Caribbean Single Market and Economy 2001 (CARICOM Treaty). <<http://www.caricom.org/index.jsp>>. Accessed on April 19, 2007.

⁸³ “CARICOM passports for Jamaicans before year-end,” *The Jamaica Gleaner*, February 17, 2007 <<http://www.jamaica-gleaner.com/gleaner/20070217/lead/lead2.html>>.

See also, <http://www.caricom.org/jsp/single_market/csme_summary_key_elements_jun_06.pdf>. Accessed on April 19, 2007.

of the Caribbean community intra-regionally as well as internationally, but it carries the risk of increasing illegal immigration, a development that is likely to add to the difficulties of stemming sex trafficking in, from and through Jamaica.

CULTURE OF TOLERANCE

SEX TOURISM ORIGINS

Jamaica as a whole, similar to the cities of Las Vegas and Amsterdam, is unique in its heavy emphasis on sex tourism and an economy that relies almost completely on the income generated by tourism. The result of this dependence is impoverishment on the part of the local population. While some Jamaicans, especially owners of the clubs and hotels, have done well financially, many of the locals have suffered.

Jamaica has been a “rich man’s paradise,” culturally colonized since the late 1800s and was “among the earliest of West Indian islands to host the moneyed, leisure classes from Europe and North America.”⁸⁴ In 1890, a law on hotels was introduced that permitted the construction of enormous and luxurious properties in Jamaica, financed, in part, by local taxpayers. Montego Bay’s Bathing Club was created in 1906 and Ocho Rios (from the Spanish word Chorreras, spout or waterfall) drew in those looking to commune with nature.⁸⁵ Advancements in technology—especially in transportation—enabled more and more people to travel abroad in a timely manner. Thomas Cook was one of the first international tour promoters, coming to Jamaica in the 1860s by boat.⁸⁶ Pan-American Airlines signed its first contract for flights from Miami to Jamaica twice weekly in 1930.⁸⁷

While many of these advancements benefited wealthy tour operators, hotel owners, and tourists themselves, the impact on the local Jamaicans was harmful. Not only did some Americans and Europeans bring arrogance and racial prejudice with them, perhaps more damaging was the sexually exploitive behavior they exhibited toward the Jamaican women and children while vacationing in Jamaica. Such behavior was absorbed and mimicked by the locals and contributed to a rise in local problems of drug abuse and underage prostitution. The Jamaican attitude towards its white visitors was, “idle whites who were over-rich, over-sexed, and over-here.”⁸⁸ References to “trafficking in human flesh,” were used as early as the 1960s.

Tourism has become a trap for the Caribbean people. It has deepened the economic dependency of the region...causing deep psychological and cultural damage. ... Being someone else’s playground has meant that the Caribbean fishermen have become beach boys, its farmers turned into waiters, and the TNC hotels are defining local culture.⁸⁹

⁸⁴ Taylor, Frank F., *To Hell with Paradise: A History of the Jamaica Tourist Industry* (Pittsburgh: University of Pittsburgh Press, 1993) pp. 4-7.

⁸⁵ Martin, L. Emile, *Reflections on Jamaica’s Tourism* (Montego Bay, Jamaica: Unlimited Exposures, Ltd., 1994) p. 17.

⁸⁶ Taylor, p. 37.

⁸⁷ Martin, p. 60.

⁸⁸ Taylor, p. 171.

⁸⁹ Barry, Tom et al., *The Other Side of Paradise: Foreign Control in the Caribbean* (New York: Grove Press, 1984) cited in Taylor, pp. 7-8.

Jamaican society has suffered in several ways from the rapid expansion of tourism. Though 80 percent of the industry is Jamaican-owned, attitudinal surveys reveal that local residents are most concerned with the island's violent crime, economic disparity and poor infrastructure.⁹⁰ The unemployment rate is estimated at 11.3 percent and 19.1 percent of the population lives below poverty level.⁹¹ The tourism industry dominates the Jamaican economy and the service industry accounts for 60 percent of Jamaica's gross domestic product (GDP). Speaking at the Annual Meeting of Jamaican Hoteliers and Tour Operators in the fall of 2006, Minister of Tourism Ndombet-Assamba accused the industry of being in denial, stating, "It is in our best interest economically and socially to separate ourselves from the other countries known for CSEC [commercial sexual exploitation of children] by becoming socially responsible."⁹²

THE CULTURE OF "MAKING DO"

Many residents of Jamaica demonstrate and verbalize their belief that the severe economic situation in Jamaica forces a culture of "making do." How one makes a living or "makes do" is less important than the money accrued. This in turn leads to the pervasive phenomenon of domestic trafficking, as well as to the willingness of girls to travel abroad to earn money. The Theodora Project, one of Jamaica's more promising programs for at-risk and exploited youth, has difficulty forging partnerships with local businesses because the businesses benefit from the economics of the sex trade. As the Director of Theodora Project, Reverend Margaret Fowler, remarked, "Negril does not want to hear about trafficking."⁹³ As a result, Reverend Fowler must "tread lightly" in order to avoid upsetting the community, the congregation, and local ministry with her outreach to commercially sexually exploited girls. Many of these girls have been lured into go-go dancing and further into sexually servicing the tourists who flock to Negril for its casual and unregulated beaches.

The culture of "making do" often leads girls into sexual activity at an early age and this in turn makes them vulnerable to trafficking and to contracting HIV/AIDS. According to data from Jamaica's National HIV/STD Prevention and Control Program, 13 out of every 1000 pregnant women in Jamaica are infected with HIV. Teenaged girls had three times higher the risk of HIV-infection than boys of the same age group, largely because they are having intercourse with HIV-infected older men.⁹⁴ This is due in part to the absence or ineffectiveness of care-giving and child-rearing because the mothers work and cannot tend to their children and fathers are completely absent from their lives.⁹⁵ In fact, the statistic is staggering: over 85 percent of children in Jamaica are born to unmarried mothers; furthermore, 50 percent of children do not have a father's name on the birth certificate.⁹⁶

⁹⁰ Dunn, Hopeton S. and Leith L. Dunn, *People and Tourism: Issues and Attitudes in the Jamaican Hospitality Industry* (Kingston, Jamaica: Arawak Publishers, 2002) Introduction.

⁹¹ "Jamaica," *CIA World Factbook*, last updated March 15, 2007 <<https://www.cia.gov/cia/publications/factbook/geos/jm.html>>. Accessed on April 9, 2007.

⁹² Ndombet-Assamba, Honorable Aloun, Minister of Tourism, Entertainment and Culture, remarks at the National Task Force Trafficking in Persons Public Forum, Ocho Rios, October 19, 2006.

⁹³ Fowler, Reverend Margaret, Theodora Project, Personal interview, October 17, 2006.

⁹⁴ Thompson, Eulalee, "Accept it, Accept it Not—Sex, Prostitution, HIV/AIDS," *The Jamaica Gleaner*, May 3, 2006 <<http://www.jamaica-gleaner.com/gleaner/20060503/health/health1.html>>. Accessed on February 8, 2007.

⁹⁵ *Exploratory Assessment of Trafficking in Persons in the Caribbean Region*, pp. 83-85.

⁹⁶ Chang, Kevin O'Brien, "Licensing the Jamaican Penis," *The Jamaica Gleaner*, April 16, 2006 <<http://www.jamaica-gleaner.com/gleaner/20060416/focus/focus3.html>> (advocates making it compulsory for the father's name to be put on every child's birth certificate); also Neil and Janice Lewis, Personal interview, November 9, 2006. Most recent information from the Jamaican Ministry of Health reported that 899 births occurred between January 1 and 7, 2007; 836 babies were registered. Of the 836 registered babies, 520 fathers were named on the birth certificates (62%). Of those 520 named fathers, 377 were not married to the mother (73%). See, Jamaica Information Service, January 17, 2007 <<http://www.jis.gov.jm/health>>. Accessed on April 9, 2007.

According to Major Neil Lewis, Retired Major of the Jamaica Defense Forces and Founder of Operation Save Jamaica (OSJ), a nonprofit basket ministry based in Kingston, it is not unusual for mothers to encourage their daughters to engage in sexual relations for money. Some mothers go so far as to allow their own partners to have sex with their daughters. They then fail to stand up for their daughters when they complain of abuse in order to ensure the relationship continues and to “keep their man,” making these mothers the accomplices and beneficiaries of their daughters’ sexual exploitation. Children are exposed to pornography from an early age as commercial sex simply pervades the atmosphere in Jamaica.⁹⁷ This exposure desensitizes children to sex and makes them more vulnerable to their own exploitation. In addition, pornography produced by locals and foreigners relies on and seeks out vulnerable youth to be subjects.⁹⁸

Domestic trafficking is exacerbated by the organized crime of Kingston. Gang-controlled areas primarily within Kingston are called “garrisons,” where officials have essentially ceded control to the gangs in exchange for their votes.⁹⁹ The gang’s “dons” run the garrisons, demand protection payments, are paid by public utilities to collect fees, and take the girls they fancy from the community. The dons receive government contracts from the party leader with whom they are aligned. This is called “awash,” as in awash with money. Other means of making fast money are arms smuggling, drug trafficking and extortion. Crime in general pervades the country; in the first half of 2005, 845 persons were gunned down out of a population of 2.6 million.¹⁰⁰ The Private Sector Organization of Jamaica (PSOJ) grew so frustrated with the federal government’s unwillingness to confront and respond to growing crime trends that it organized protests against the Patterson administration in 2005.¹⁰¹ Jamaica’s corrupt environment exacerbates the challenge in combating human trafficking.¹⁰²

CONCLUSION

If we become known as a modern day trading post in humanity...the tourists will begin to reconsider their decision to come to Jamaica.¹⁰³

— Aloun Ndombet-Assamba
Minister of Tourism

Jamaican authorities have made some positive inroads in tackling sex trafficking and tourism. Given the vital importance of Jamaica’s tourist industry, the specter of a downturn resulting from the international awareness of domestic trafficking and its health and social consequences has serious economic implications. The danger of being known as a major marketplace of sexual exploitation with an ever-growing population of vulnerable children, together with the spread of HIV/AIDS, has prompted Jamaican authorities to address the problem.

⁹⁷ Neil and Janice Lewis, Personal interview, November 9, 2006. See Operation Save Jamaica website: <<http://www.operationsavejamaica.org>>. Accessed on April 9, 2007.

⁹⁸ Luton, Daraine, “Technology Now Aiding Child Pornography,” *Jamaica Gleaner Online*, July 16, 2006 <<http://www.jamaica-gleaner.com/gleaner/20060716/lead/lead9.html>>. Accessed on February 8, 2007.

⁹⁹ Neil and Janice Lewis, Personal interview, November 9, 2006.

¹⁰⁰ “Ineffective Responses to Crime in Jamaica,” Council on Hemispheric Affairs (COHA), July 7, 2005 <<http://www.coha.org/2005/07/07/ineffective-responses-to-crime-in-jamaica>>. Accessed on December 20, 2006.

¹⁰¹ COHA, 2005.

¹⁰² *Trafficking in Persons Interim Assessment*, 2007.

¹⁰³ Hon. Aloun Ndombet-Assamba, Minister of Tourism, Entertainment, and Culture in Jamaica, remarks at National Trafficking in Persons Task Force Forum, Ocho Rios, Jamaica, October 19, 2006.

PUBLIC AWARENESS

The Jamaican government was alarmed when the *Trafficking in Persons Report 2005* placed Jamaica in Tier 3 with countries whose governments do not fully comply with the minimum standards laid out in the TVPA 2000 as they were not making significant efforts to confront the scourge of human trafficking.¹⁰⁴ Tier 3 ranking put Jamaica in jeopardy of losing foreign (non-humanitarian) assistance from the United States, and endangered its reputation as a tourism destination. As a result, the government took swift action of primarily awareness and prevention efforts. In August of 2005, a National Awareness Campaign was initiated and kicked off at Emancipation Park followed by several public fora by the newly formed National Task Force against Trafficking in Persons. A Legislative Task Force to review existing laws that affect child labor and victim assistance was formed and a National “Trafficking in Women and Children Special Unit” created to investigate cases of commercial sexual abuse.

LEGISLATION

The Child Care and Protection Act (CCPA), enacted March 25, 2004, criminalizes various types of violence against children, including the trafficking of children.¹⁰⁵ The CCPA is the legal basis for the recently established Children’s Advocate who is responsible for protecting the rights of children in Jamaica. The Children’s Advocate has authority to conduct investigations and report on child abuse or other violations of children’s rights that come to his/her attention. A new hotline has been established to encourage reporting of child sexual abuse and exploitation: 1-888-PROTECT. The hotline is being widely promoted, adding to the public awareness of this issue throughout the island. The actualization of the CCPA’s provision for the establishment of the Children’s Advocate marked a positive development in Jamaica’s efforts to address internal child trafficking and indicated a much needed commitment on the part of the government to tackle this issue.

The Child Care and Protection Act, 2004

Prohibition 10.— (1) *No person shall sell or participate in the trafficking of any child.*
(2) *Any person who commits an offence under subsection (1) shall be liable on conviction or indictment before a Circuit Court, to a fine or to imprisonment with hard labour for a term not exceeding ten years, or to both such fine and imprisonment.*

In February 2007, Parliament enacted the Trafficking in Persons (TIP) Act of 2007, which became effective March 1, 2007. The new law prohibits all forms of trafficking in persons and related offenses such as financially benefitting from trafficking crimes and taking a victim’s passport. A second legislative development is the directive from the Justice Minister and Attorney General for the drafting of the child pornography legislation which would specifically criminalize the making, distribution and sale of child pornography.¹⁰⁶ Pornography is illegal under Jamaican law; cases of pornography are charged under the Obscene Publications (Suppression of) Act¹⁰⁷ or the Offences Against the Persons Act¹⁰⁸, but neither statute speaks specifically to the offense of child pornography.

¹⁰⁴ *Trafficking in Persons Report*, 2005, p.42.

¹⁰⁵ Child Care and Protection Act, 2004, available at http://www.cda.gov.jm/downloads/Child_Care_and_Protection_Act_2004.pdf. Accessed on April 9, 2007.

¹⁰⁶ Luton, Daraine, “Government of Jamaica to draft child porn law,” *The Jamaica Gleaner*, July 19, 2006 <http://www.jamaica-gleaner.com/gleaner/20060719/lead/lead6.html>. Accessed on April 9, 2007.

¹⁰⁷ Obscene Publications (Suppression of) Act, March 17, 1927, available at [http://www.caricomlaw.org/docs/Obscene%20Publications%20\(Suppression%20of\)%20Act.pdf](http://www.caricomlaw.org/docs/Obscene%20Publications%20(Suppression%20of)%20Act.pdf). Accessed on April 9, 2007.

¹⁰⁸ Offences Against the Persons Act, 1864, revised 1969, available at <http://www.caricomlaw.org/docs/Offences%20Against%20the%20Person%20Act.pdf>. Accessed on April 9, 2007.

Currently the Obscene Publications Act, passed in 1927, carries only a maximum fine of \$40 or a three-month prison term—clearly needing amendment to serve as the deterrent intended. It is not certain whether the child pornography law will be an amendment to the obscene publications laws or to the Child Care and Protection Act 2004 to accompany the sale and trafficking of children provision. The Ministry of Justice plans to introduce the draft bill to Parliament by September 2007.¹⁰⁹

LAW ENFORCEMENT

Since April 2006, Jamaican police have raided 27 nightclubs for evidence of trafficking, resulting in the rescue of nine trafficking victims, three of which were between the ages of 13 and 17. Victim protection efforts, however, remain ad hoc and the government has yet to develop or implement a formalized referral system to increase victim identification and prevent the inadvertent prosecution or deportation of victims... Using existing laws, the government charged five suspected traffickers in children.¹¹⁰

Over the past two years, Jamaican law enforcers have enhanced their focus on child trafficking and exploitation. The case of the arrest of two men in connection with the alleged pimping of a 13-year-old girl is one of five cases currently being tried under the Child Care and Protection Act 2004 Prohibition 10 against sex trafficking. In addition, the Ministry of Justice is currently considering the prosecution's motion to admit video evidence in the trial, a decision which could change the manner of prosecuting child traffickers. Improvement in the witness protection program is also under discussion.

To have effective prosecutions, Jamaica must adopt special procedures and personal security measures for the protection of children who agree to testify.¹¹¹

While most of the attention internally has been on the commercial sexual exploitation of children within the country, efforts to curb the reported international trafficking have been made. Raids on clubs have resulted in the identification of foreign victims, though procedures for treating these women as victims rather than illegal workers have not been implemented and there is currently no safe place to hold these victims. Recent computerization of passports and increased training of customs officials may cut down on the entry of illegal migrants and victims of trafficking into Jamaica.¹¹² However, many women and children are Caribbean in origin, and therefore it is difficult to monitor their movement due to the free travel of community nationals provided for in the CARICOM Treaty.¹¹³

¹⁰⁹ Luton, Daraine, "Government of Jamaica to draft child porn law," *The Jamaica Gleaner*, July 19, 2006

¹¹⁰ *Trafficking in Persons Interim Assessment*, 2007.

¹¹¹ *Jamaica Anti-Trafficking Assessment*, Chemonics, p. 9.

¹¹² During 2003 and 2004, IOM implemented a program to build capacity in the Jamaican migration management system by computerizing the technical infrastructure and training government officials. See <<http://www.iom.int>>. Accessed on April 9, 2007.

¹¹³ Revised Treaty of Chaguaramas Establishing the Caribbean Community Including the Caribbean Single Market and Economy 2001 (CARICOM Treaty), chapter III, article 45 "Movement of Community Nationals" <<http://www.caricom.org/index.jsp>>. Accessed on April 9, 2007.

The Jamaica Ministry of Justice continues to lead advancements in addressing human trafficking at several levels. The recent establishment of the Victim Support Unit which provides counselors for the victims is a positive development which will encourage victims to cooperate in prosecutions of traffickers. In addition, the Ministry of Justice Permanent Secretary Carol Palmer is spearheading the appropriation of government property for the establishment of a specialized, secure shelter for victims of human trafficking.

PREVENTION AND RESTORATIVE FACILITIES

Jamaica faces a problem similar to the United States in its shortage of restorative facilities. Youth remanded to the state for protection are usually sent to juvenile detention facilities from which they often escape. However, the establishment of the Child Advocate and work by the Child Development Agency is underway to establish safe places for these exploited children. With support from Shared Hope International, a local basket ministry called Operation Save Jamaica is approaching the issue of commercial sexual exploitation of children on the island with strategic planning. Which will serve as a catalyst for the growth of further services and shelter for youth. In concert with the Ministry of Justice through its Restorative Justice Initiative, the Christian community in Jamaica will be involved increasingly in the safety and protection of local youth.

Prevention efforts are being undertaken at a number of levels. The HEART Institute offers exploited and at-risk youth, who have left school, a certificate in a vocational skill which will allow them to survive independently and keep them from becoming victims in the commercial sex markets. Several organizations, such as the Theodora Project in Negril and Youth Empowerment Services in Montego Bay, provide HEART certified training. Not surprisingly, one of the primary vocational skill certificates is in hotel and tourism services. This prevention effort, coupled with ministries and organizations throughout the island that provide spiritual and health services, is working to keep local youth from entering the markets of sex tourism and trafficking. Community involvement and responsibility for its youth has the potential of reducing the supply of local girls and boys in the sex tourism industry in Jamaica.

