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Application of Public Administration As Viewed Through a Non-Profit Organization Intern

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**Application of Public Administration
As Viewed Through a Non-Profit Organization Intern**

Mengjun Li

An Internship Paper
Submitted in Partial Fulfillment of the Requirements for the

Master of Public Administration

Kennesaw State University

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Application of Public Administration As Viewed Through a Non-Profit Organization Intern

Executive Summary

My Master of Public Administration Program Internship took place at Not For Sale Georgia, an affiliate of Not For Sale Campaign. I interned at NFSGA from January to April, 2009. NFSC is a non-profit organization that fights the global slave trade. NFSGA aims to educate and mobilize an abolitionist movement in Georgia State. My supervisor was Mark Hoerrner, State Director of NFSGA. All of my assignments came from him.

As an international student intern, I was assigned to work as the other intern, like collecting and importing information, making the mapping project, investigation to suspected location with staff, joining all of activities as much as possible. And I also did some research about human trafficking in China.

As I began this internship, I just knew a little knowledge about non-profit organization and a little information about human trafficking. As I near the end of my internship after three months, I realize that I have learned a lot and am now able to do much more than when I first began. I have known how the general normal non-profit organizations operate, how NFSGA make awareness activities, what happen in the world about human trafficking. Moreover, I also benefit so much by compare the theories I learned in class with the application in practice.

After having worked for NFSGA for two months, I found three challenges that NFSGA has to face and provided the recommendations to relieve.

Based on the learning of participating in this internship, I will continue to practice the knowledge of public administration when I come back China.

**Application of Public Administration
As Viewed Through a Non-Profit Organization Intern**

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Application of Public Administration As Viewed Through a Non-Profit Organization Intern

My Master of Public Administration Program Internship took place at Not For Sale Georgia (NFSGA), an affiliate of Not For Sale Campaign (NFSC). I began my internship in January of 2009. As an international student intern, I was assigned to work as the other interns, like collecting and importing information, making the mapping project, investigation to suspected locations with staff, and joining all of activities as much as possible. I also did some research about human trafficking in China.

Organizational Introduction of NFSC

NFSC is a non-profit organization, a campaign of students, entrepreneurs, artists, people of faith, athletes, law enforcement officers, politicians, social workers, skilled professionals, and all justice seekers, united to fight the global slave trade.

NFSC aims to educate and mobilize an international abolitionist movement through the innovation and implementation of open-source activism. Inside the United States, the campaign identifies trafficking rings and collaborates with local law enforcement and community groups to shut them down and provide support for the victims. Internationally, the campaign partners with poorly resourced abolitionist groups to enhance their capacity.¹

According to *Partners in Public Service* by Lester M. Salamon (1995), most nonprofit organizations can be divided into four classes, funding agencies, member-servicing organizations, public-benefit organizations and religious congregations.² So, NFSC belongs to the third group, the organizations that are most

directly involved in delivering services that promote community welfare or serve broad public or educational purposes.

NFSC was launched in June of 2007. David Batstone, Kique Bazan and Mark Wexler are the founders of this organization. Allison Trowbridge, Keisha Hoerner, Kilian Moote, Laura Aguirre, Brant Christopher are the other key personnel.

Background of Human Trafficking

David Batstone, the chief founder of NFSC and a Professor of ethics at the University of San Francisco, introduced me to some statistics from his book, *NOT FOR SALE – The Return of the Global Slave Trade and How We Can Fight It*. Maybe these numbers are the cause for the creation of NFSC.

Human trafficking generates 32 billion dollars annually and enslaves 27 million people around the globe, half of them children under the age of eighteen. The U.S. Department of State, in conjunction with the Central Intelligence Agency (C.I.A.), reports that 14,500 to 17,500 people are trafficked into the U.S. each year. Current total estimates put the number of victims in slavery in the U.S. at between 200,000 and 400,000 individuals, both of domestic and foreign descent. These numbers, too, are conservative estimates. Because of the agencies which produced the numbers, a statistical methodology is not available to the public. And, an additional 17,500 new victims are trafficked across borders each year. Over 30 thousand more slaves are transported through the U.S. on their way to other international destinations. Attorneys from the U.S. Department of Justice have prosecuted slave-trade activity in 91 cities across the U.S. and in nearly every state of the nation. ³

Annually, according to U.S. Government-sponsored research completed in 2006, approximately 800,000 people are trafficked across national borders, which does not include millions trafficked within their own countries. Approximately 80 percent of transnational victims are women and girls and up to 50 percent are minors. The majority of transnational victims are females trafficked into commercial sexual exploitation. These numbers do not include millions of female and male victims around the world who are trafficked within their own national borders—the majority for forced or bonded labor.⁴

Figure 1 provides a comparison of different statistics of human trafficking from different organizations.⁵

Variable	U.S. State Department	International Labor Organization	United Nations Office on Drugs and Crime
Main focus	Global Estimate of Victims	Global Estimate of Victims	Country and Regional Trafficking Patterns
Number of Victims	600,000 to 800,000 in 2003 ¹	2.45 million trafficked internally and internationally during 1995 to 2004	Will Not Estimate
Type of Exploitation <i>Commercial Sex Economic or forced Labor Mixed or other</i>	66% 34%	43% 32% 25%	87% 28%
Gender and Age	80% female; 50% minors	80% female; 40% minors	77% female; 9% male 33% minors
Definition of Trafficking	TVPA	U.N. Protocol	U.N. Protocol
Criteria for Data Collection	Transnational	Internal and Transnational	Transnational

Figure-1: A Comparison of Statistics on Human Trafficking

Traditional Non-Profit Organizational Structure

Normally, the definitions of organizational structure are many and varied. But the following definition is my favorite:

“Non Profit Organizations are usually formed by a group of individuals who share the same passion for a particular purpose. They will be individuals who are highly committed to the cause as they will not have any financial remuneration and they would instead give off their time, money and other resources to fulfill their dream.”⁶

Generally, a traditional non-profit organization is founded by an individual who has gathered a group of people to operate the organization. And then, they will set up a Board of Directors, whose members may be individuals who have been invited to serve on the board or the founders themselves. The Board will likely have different functional committees. The Executive Director is directly responsible to the Board of Directors. The Executive Director supervises the different functional sections, like development, finance, human resources, planning, communications, and the delivery of services, *inter alia*, in line with the mission of the organization. A traditional nonprofit organizational structure is shown in Figure-2. ⁷

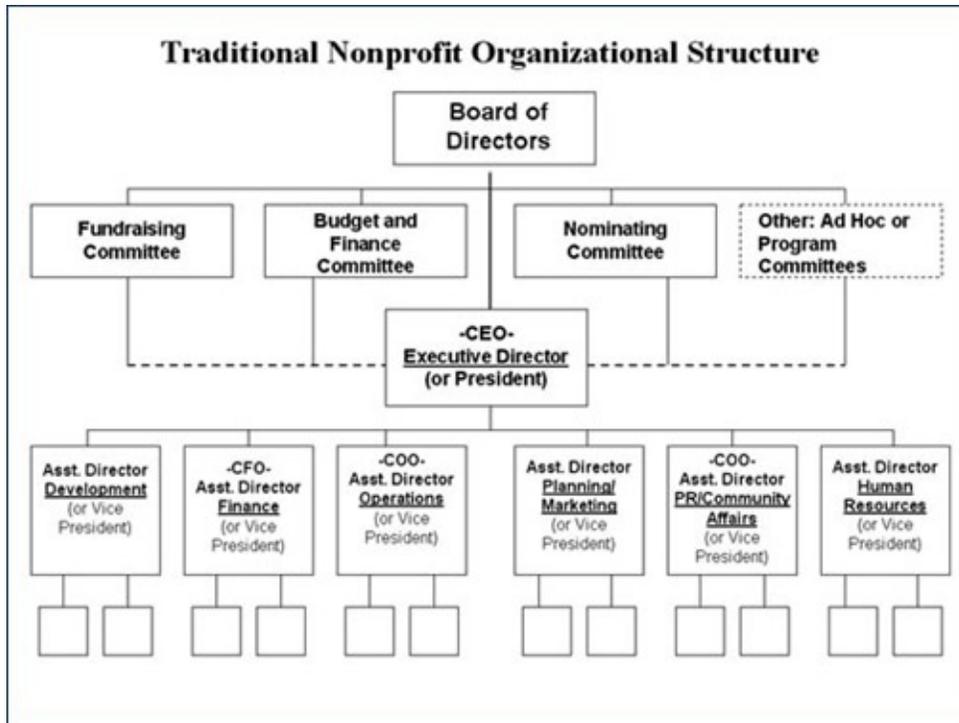


Figure-2: Organizational Structure of a non-profit organization

Human Resource and Organizational Structure of NFSC

NFSC is a young non-profit organization that was just launched in June of 2007. Thus, the organizational structure of NFSC does not resemble that of mature traditional nonprofit organizations. The national staff is small, with only six official staff members, and the way things are now, they all have to do a variety of different jobs. There are no real functional departments at the present time. Because the Human Resources department does not exist at NFSC, it is very difficult to know how many interns and volunteers there are since there are so many state networks with their own volunteers and interns. But as far as NFSGA is concerned, there are only four staff, three graduate interns, and three undergraduate interns. The exact number of volunteers is not known.

The organizational structure of NFSC is simple, and it is only constituted by the three levels (Figure 3). The high level is Headquarters; the middle level is State Directors; the low level is staff, interns, and volunteers. NFSC also created some Frontline Organizations that work for some special international projects.

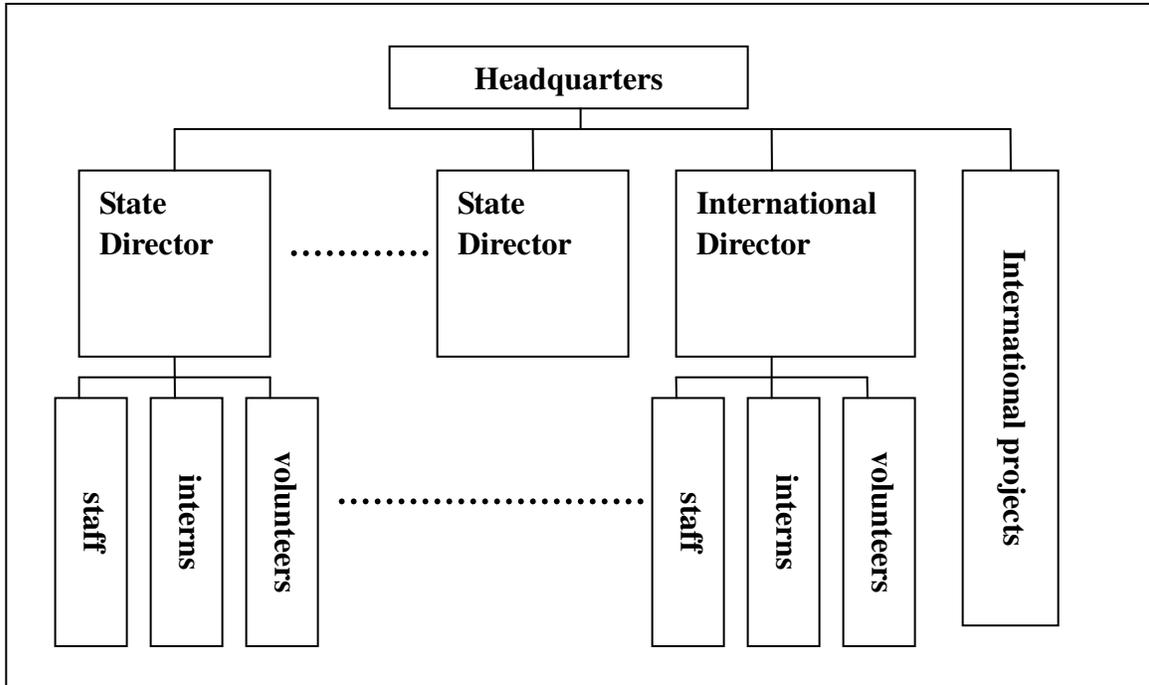


Figure-3: Organizational Structure of NFSC

Headquarters

Undoubtedly, the three founders that made up Headquarters will always be the core of NFSC. The other key personnel also are very important to NFSC. In view of the fact that each of them can influence NFS deeply, I have provided additional information on each one at Appendix 1.

Regional Directors

The Regional Directors play an integral role in the NFSC by building local abolitionist coalitions or working with existing anti-trafficking groups. Directors communicate directly with Not for Sale Headquarters and each other through a monthly conference call designed to coordinate local, national, and international action to combat modern slavery.

There are 24 states with State Director, viz. Arkansas, California, Colorado, Georgia, Hawaii, Illinois, Indiana, Maryland, Massachusetts, Michigan, Minnesota, Missouri, Nevada, New Jersey, New York, North Carolina, Ohio, Oregon, Pennsylvania, South Carolina, Tennessee, Texas, Washington, Washington D.C..

NFSC have settled several international agencies, like NFS Canada , NFS Spain, NFS UK, NFS East Africa. The directors of the foreign agencies own the same power and responsibility as state directors, so the directors of the foreign agencies are also called “regional directors”.

International projects

NFSC is also an international organization, implementing several international projects to help the victims of human trafficking outside the United States. At present, NFSC have held several international projects in five countries, viz. Uganda, Nepal, Thailand, Ghana, and Peru. Kique Bazan, Executive Director of NFS, is in charge of all of the International Initiatives. These international projects are given at Appendix 2.

Not for Sale Georgia

Human Trafficking in Georgia

Atlanta is rated the top U.S. city for singles to live, has the world's largest aquarium, has the world's largest fast food restaurant, and has the world's busiest airport. However, Atlanta also figures as one of the top fourteen trafficking locations in the country by Federal Bureau of Investigation (FBI), and it ranks as one of 14 U.S. cities with the highest levels of child sex trafficking.⁸

The most current numbers and it must be stressed that these are highly conservative figures that primarily address commercial sex trafficking of domestic minors, reveal that 272 victims are trafficked on any given day in Atlanta. These numbers come from just eight corridors in the city that have been identified by researchers as hot areas for trafficking in the city. The data from the latter part of 2008 suggests that such trafficking may be on the rise.⁹

Organizational Status Quo

The primary goal of NFSGA is to promote the identification of victims of human trafficking in the public domain. NFSGA considers itself as a leader in the Southeast with respect to awareness of and prosecution of human trafficking, though much of that awareness has been built in the last few years. Even though NFSGA is young and has only about ten formal members, it is growing rapidly and is attracting more and more volunteers. NFSGA is achieving all of this through delivery of its mission *via* multi-channel awareness raising, legislative advocacy, research, and specialized training.

Leadership style

There are two types of leadership distinguished by political sociologist James MacGregor Burns (1978): transactional and transformational. Transactional leadership refers to the bulk of leadership models which focus on the exchanges that occur between

leaders and their followers. For example, in the classroom, teachers are being transactional when they give students a grade for work completed.

Transformational leadership is concerned with emotions, values, ethics, standards, and long-term goals, and includes assessing followers' motives, satisfying their needs, and treating them as full human being. This type of leader is attentive to the needs and motives of followers and tries to help followers reach their fullest potential.

There is little doubt that the dominant leadership style in NFSGA is the transformational approach. Normally, the biggest problem with non-profit organizations is financial constraints, and NFSGA is no exception. Almost all the staff are part-time and their salary is low while most of the revenue is used for the regular operational and administrative expenditures. Therefore, Mark Hoerrner, State Director of NFSGA, has to motivate his followers by transformational leadership.

As can be seen in Table 1, the model of transformational leadership incorporates four different factors, *viz.* idealized influence, inspirational motivation, intellectual stimulation, and individualized consideration.¹⁰

Table 9.2 Leadership Factors

TRANSFORMATIONAL LEADERSHIP	TRANSACTIONAL LEADERSHIP	LAISSEZ-FAIRE LEADERSHIP
Factor 1 Idealized Influence Charisma	Factor 5 Contingent Reward Constructive Transactions	Factor 7 Laissez-Faire Nontransactional
Factor 2 Inspirational Motivation	Factor 6 Management-by-Exception Active and Passive Corrective Transactions	
Factor 3 Intellectual Stimulation		
Factor 4 Individualized Consideration		

Table-1 Leadership Factors

With regard to the charisma factor, Mr. Hoerrner always acts as strong role models for followers and has very high standards of morals. He devotes himself fully for combating human trafficking. All of the staff and interns emulate and respect him.

With regard to the Factor 2, Mr. Hoerrner shares the same goal as interns and makes NFSGA function more like a team than a group. Not only does he make a lot of valued research papers on human trafficking, but he also practises fighting human trafficking himself. He always accompanies his followers in every activity, like investigation, lobbying, charity bazaar, etc.

With regard to intellectual stimulation, the Director always supports his followers to try new approaches and develop innovative ways. For example, Mr. Hoerrner encouraged me to conduct research on human trafficking in China. He gave me a lot of assistance and advice when I wrote this issue paper.

With regard to the Factor 4, Mr. Hoerrner can inspire all of his followers through individual communication. It is very easy for him to assign tasks separately based on the individual capabilities and the character of followers.

Access to NFSGA

Providing Awareness on Human Trafficking

David Batstone, the chief founder of NFS, has said that “One of the key principles that Not For Sale embeds in nearly everything we do is open source activism.”¹¹ In my opinion, “open source activism” should be the most important principle of NFS. It means that the overriding goal of NFS is to equip a movement of backyard abolitionists, empowering individuals to fight human trafficking and slavery in their own locale. The backyard abolitionist contributes his or her unique gifts and passions to make a difference.

So, “paint a picture of modern-day slavery”¹² is the first step. Some commonly used means and methods are as follows:

1. Speech Tour

The "Backyard Abolitionist Tour" is a multimedia event that brings together lecture, film and music to expose the human trafficking. NFSC founder, David Batstone and award-winning singer/songwriter, Brant Christopher Menswar perform together weaving songs into stories while being supported by riveting video; all in an effort to emotionally connect the audience with the global slave trade.¹³

I had taken part in this "Backyard Abolitionist Tour" from Feb. 9 to Feb 11 in Victory World Church located in Norcross, GA. . The brilliant programming made this

event a great success. The audiences enjoyed this style very much. I believe that everyone present that night must have been moved through the passionate lectures, the beautiful and sad songs, and the shocking videos.

The tour includes a workshop on how the people trade operates, highlighted by video footage of NFSC undercover investigations, trafficking scenarios from around the world, and intervention strategies, including where trafficking is most likely to be operating in the region around the location.

At the same time, the speech tour can bring considerable donation to NFS. As far as I know, the revenue of "Backyard Abolitionist Tour" in GA is as follows¹⁴:

- Bookings of this show earned NFSGA \$2,400 for operations. (This fee is reward of holding "Backyard Abolitionist Tour" show and donated by Church.)
- NFSGA also sold approximately \$1,600 worth of merchandise.
- NFSGA had three people volunteer to give NFS \$5,000 each here in Atlanta.
- NFSGA don't have the statistics back on the number of monthly donors, but even just 10 of those generate \$270 a month for NFSC. If they stick with us through the year, that's another \$3,200 in revenue for NFSC.
- Add to that three new "committee" members and NFSGA brought in \$22,000 for NFSGA.

2. Using mass media

NFS is good at using mass media to raise awareness about the issue of human trafficking. As far as I know, some styles of mass media like TV, Radio, Movies, Website, online video, and posters have been used successfully and skillfully by NFS.

TV Talk Show: David Batstone is well-known in the field of combating human

trafficking and was invited to take part in several television talk shows, for example, Eye To Eye With Katie Couric: Human Trafficking (CBS News) on September 14, 2007, Human Trafficking as Modern-Day Slavery (ForaTv) on February 27, 2007, and so on.

Radio Appearances: The state director of GA has been on the radio on AM 860 here in Atlanta on Feb, 2009. He talked about all that NFS is doing in Atlanta to counter human trafficking.

Documentary: In March, 2007, NFS produced a documentary about human trafficking, *Not For Sale*, which was based on the book of the same name by David Batstone. The documentary covered what modern-day abolitionists are doing to fight the rampant terrors of human trafficking in the US and abroad.

Not only did the film expose the harsh realities of human trafficking, but it also documented the valiant work of contemporary abolitionists and the practical steps they have taken to mount an anti-slavery movement. The stories in the documentary are told by the people who have lived them. The ultimate objective of these compelling accounts is to inspire individuals to practical action.

100 percent of all profits from the documentary went directly to the organizations represented in the documentary.

Internet Websites: NFS has not only set up its own website, but it also manages a Facebook and a Youtube page to raise awareness against human trafficking. These allow NFS to communicate directly with a great number of people. Some important web site addresses are listed in Appendix 3.

Online Videos: Vision is the most intuitive sense, so video always is the most likely way to touch the audiences' heart. Thus, online videos are used by NFS as the most

powerful weapon to combat human trafficking.

The following is the list of some online videos that publicize the serious prevalence of human trafficking.

<http://www.facebook.com/video/video.php?v=7638862547>

http://www.youtube.com/watch?v=aYRmvKfazp4&feature=channel_page

<http://www.youtube.com/watch?v=iTDY6p-AoOs&feature=related>

<http://www.youtube.com/watch?v=sVWibmLjgn4>

Poster: Posters, brochures, and promotional cards were used by NFSGA to deliver its message to the somewhat elusive audience. A typical poster, for example, showed close-ups of innumerable lifting hands with such messages as "Stand To Action – the abolitionist student initiative". The print materials were made available in English and Spanish. NFSGA also delivered other posters made by other organizations, like a set of famous poster "Look Beneath The Surface" from the National Human Trafficking Resource Center.

3. Taking actions

NFSGA implements a variety of action-plans to raise awareness about human trafficking all over Georgia. Some of these include: having a table on the KSU campus or at churches to hold the sale of goods for charity; holding keynote speeches and delivering numerous posters for combating human trafficking in some universities and high schools; and encouraging volunteers to carry out community service projects, *inter alia*.

These plans and actions serve a triple purpose: 1) educate the recipients; 2) inform trafficking victims of available help; 3) solicit tips for witnesses and/or collaborators to forced labor.

With the sale of goods for charity, NFSGA strives to showcase the fact that most of the artifacts are made by the victims of human trafficking who have been rescued.

For the keynote speeches, the state director of NFSGA is always present. He will usually make a speech on human trafficking, with visual aids such as videos and PowerPoint, while other staff, interns, and volunteers will be delivering posters on the outside and promote face-to-face interaction.

With the optional Community Service project, NFSGA equips campus participants with rescue tools¹⁵ and sends them out into the community to distribute them to clubs, cafés, restaurants, shelters and migrant labor centers. All resources feature a national human trafficking hotline phone number (888-737-888) that directly links to the National Human Trafficking Resource Center¹⁶.

4. Awareness Promotion in the Faith Community

I have to acknowledge that the faith community is a very appropriate arena for raising awareness of human trafficking. According to the data that was released by the Pew Research Council on March 20, 2002, 82% of the American population is Christian. As far as I know, the majority of Christians are compassionate, nice, friendly and responsive. So, faith organizations, especially congregations, have a strong capacity to provide aftercare for victims. This comes from the ability to generate funds from congregants that can then be used either directly by the faith organizations or delivered to a service provider who can then provide the aid for victims. Such congregations also have the ability to hold fund-raising events, and drives for goods such as clothing, food, medicine or household supplies.

According to the Uses and gratification theory (McQuail, 1983), an influential

tradition in media research, it is possible to know the audiences' choice and acceptance of using a certain media and disregard for others, as well as the various gratifications obtained from the media, based on individual social and psychological requirements. So, if we can incorporate the appropriate content to fulfill their needs or to satisfy their interests, an appropriate media can be used with great success. Fortunately, NFSC follow this principle successfully.

The headquarters of NFS presents and offers freely “Set the Captives Free”, *A Bible Study Accompaniment to Not For Sale: The Return of the Global Slave Trade & How We Can Fight It*. NFSC hopes the outcome of the eight-week study would equip and inspire the Christians to advance the abolitionist movement in their churches and community.

I had taken part in a weekly study group of “Set the Captives Free” as an NFSGA intern voluntarily, despite the fact that I am not a Christian. The study group members come together weekly to discuss the week's experience, read a chapter from “Set the Captives Free”, provide the context for the discussions, and learn the relevant God's Word for fighting human trafficking.

Based on my experience, I believe this eight-week study is an effective tool to enhance Christian Biblical understanding and mandated response to fight human trafficking for freedom and justice. By the same token, I also consider that believers of all the major faiths are compassionate, and would want to do “good”, like Buddhism, Islam and Taoism. But all of the staff of NFSGA is Christian and in view of the financial and personnel limitations, NFSGA only focuses on Christianity at present.

Daily Work

1. Mapping Project

The NFSGA Mapping Project identifies the pathways of human trafficking in the state of Georgia through the collaboration of student workers, interns, and volunteers, and takes the first step on the road to prosecuting traffickers while also providing historic empirical evidence of trafficking and slavery in communities of Georgia.

Initiated in May of 2008, the mapping project has already identified suspected “trafficking corridors.” The project identifies possible points of human trafficking through a large number of points of data collection. As these data are analyzed, trends begin to appear showing specific operations and locations in Georgia as suspect for destination or transitory of human trafficking. As a result of the mapping project, cases are being turned over to federal authorities for further investigation.

When I began to work in NFSGA, the mapping of slavery is the first thing I had to study. The first step of the mapping of slavery is to collect key information from erotic websites and enter these into a database. Subsequently, based on an analysis of these data, NFSGA can estimate the probability of the locations where the prostitutes would be a victim of human trafficking. When the probability is high, NFSGA will take action to oversee the suspected location.

The staff and interns of NFSGA mark with a small green dot a suspected location on a big Georgia map where they believe the victim is likely to be kept. Furthermore, NFSGA build a file to record all the possible information on this location, for example, the owner’s name, contact number, business name, business address, license number, and so on. If the condition of the victims is serious or the proof is clear, NFSGA will turn over the case to law enforcement.

2. Investigation on suspected location

Once a sex trafficking location has been identified, the location is overseen to obtain some reliable proof that can be submitted to law enforcement. I joined an action of overseeing a suspect house at January 24, 2009. Two staff (Brendan and Faith) and I hid in the car and used paper, camera and video camera to record the suspect person and car. If it is hard to hide in the car or to park the car in some location, we would set up a webcam in an appropriate place. All of these methods are not legal but useful.

Generally, we would discuss these issues with the law enforcement before investigating, to ensure that our action is legal and safe.

3. Cooperation with law enforcement

Locally, NFSGA has a contact at Immigration and Customs Enforcement (ICE) that we work with to discuss our investigations, and we hand our case files over to him when we have completed the investigations on suspected locations of human trafficking.

So far, I have not got an opportunity to contact any law enforcement staff in any case of human trafficking. However, according to the evaluation of law enforcement by some senior staff of NFSGA, it seems that the law enforcement personnel at the local level needs further training on how to deal with elements of human trafficking. One such area is distinguishing evidence of human contraband, because the evidence is rarely clear in comparison to arms or drug trafficking; the other is treating separately criminals and victims at the time of arrest; law enforcement needs to learn how to differentiate between the trafficked and the trafficker. In many cases, a victim is considered a criminal long before their victim status is made clear.

At the federal level, the FBI and the ICE have both been effective and efficient in

combating human trafficking, having been instrumental in a large number of trafficking arrests in the GA. Both the FBI and the ICE continue to remain responsive to leads and tips provided by the public.

Advocacy of Special Bills

In the *PAD 6450 / 01: GOVERNMENTAL RELATIONS* course by Dr. Shock, we learned that one of the most important function of a non-profit organization is lobbying the legislature to pass special bills as an interest group.

In his work on funding of nonprofit advocacy, Lester Salamon wrote, "of all the functions of the nonprofit sector, few are more critical than that of advocacy, of representing alternative perspectives and pressing them on public and private decision makers". Nonprofits pursue legislative advocacy when the target for change is a federal, state or local law, school board policy, or budget allocation. Nonprofit advocacy to influence legislation may involve legislative monitoring, committee testifying, lobbying, writing position papers, organizing networks and coalitions, and a variety of other activities.¹⁷

Therefore, ensuring Georgia's active participation in providing for the future of victims of human trafficking is a priority for NFSGA. To this end, NFSGA wants to works closely with the state and federal legislators to support laws or bills that provide harsh sentences for human traffickers and that provide relief and restoration for their victims.

After being equipped with the appropriate tools, students are provided with the rare opportunity to meet and discuss human trafficking with leading legislators. It is the hope

of NFSGA that through student advocacy, legislators can learn more about this issue and the inadequate resources available for trafficked victims, specifically, the problems with the T-visa. One of the most influential problems with the T-visa is that some people pretend to be trafficked so that they can get the t-visa and stay in the United States. So, at present, the difficulty is how to identify effectively the real victims of human trafficking from the fake ones. In my opinion, it is just something that we will need to work with for the present in order to help the real victims.

On February, 24, 2009, I got an opportunity to participate in lobbying the state legislature to pass the Senate Bill (SB) 69 and SB 91. All of the staff and interns of NFSGA publicized the two SBs to any interested people in State Capitol hall in the morning, and then we visited the offices of relevant legislators for lobbying them in the afternoon. It was an exciting experience for me.

After that, NFSGA undertook some special events that reminded the lawmakers to bring attention and support to the Senate Bills that had been proposed. For example, some interns and volunteers representing NFSGA cooperated with Wellspring Living, another non-profit organization that creates restorative environments for victims of childhood trauma and combats forced prostitution of children. The interns and Wellspring Living went to the Gold Dome, state capital, to advocate the SB-91 on Mar, 3rd. They distributed hundreds of white roses to remind legislators that it was time to stand up for Georgians who are victims of modern-day slavery. This event was reported by CNN, so NFSGA obtained a surprising success.

Extracted from the official document, SB 69 is “To amend Titles 19 and 49 of the Official Code of Georgia Annotated, relating to domestic relations and social services,

respectively, so as to expand the definition of "sexual exploitation"; to provide for related matters; to provide for an effective date; to repeal conflicting laws; and for other purposes.”¹⁸

In other words, SB 69 expands the definition of child abuse, so that it is not just defined as occurring from a parent/guardian.

Extracted from the official document, SB 91 is “To amend Chapter 15 of Title 17 of the Official Code of Georgia Annotated, relating to victim compensation, so as to provide for an adult entertainment surcharge; to provide for definitions; to provide for related matters; to provide for an effective date; to repeal conflicting laws; and for other purposes.”¹⁹

To use a common expression, SB 91 proposes a \$5 surcharge on admission into adult entertainment facilities that will go towards a fund that assists commercially sexually exploited children (CSEC) that are perpetuated by the adult entertainment industry.

Research about Human Trafficking

Because I am a Chinese student, the state director of GA requested me to find out what the Chinese government was doing and what was the situation in China about human trafficking. I spent several weeks to collect information on Chinese human trafficking and the policies of the Chinese government on the issue. Though it was hard to find data on Chinese human trafficking, mostly because some of the data is very sensitive for the Chinese government, I could still read numerous articles and filter some essential data. After a couple of weeks, I completed the assignment and sent it to the state director.

Writing the position paper gave me an opportunity to analyze the policies of Chinese government with a new perspective. This position paper is at Appendix 4.

Challenges and Recommendations

After having worked for NFSGA for two months, I find three challenges that NFSGA has to face. To a large degree, these challenges facing NFSGA seem to be common to other similar nongovernmental organizations in other states.

Challenge I: There is not enough education in immigrant communities about trafficking.

On the basis of my own observations, NFSGA undertakes awareness-raising campaigns mainly in the universities, high schools, and the faith communities. I consider that more attention needs to be paid to some immigrant communities, the more especially so since the crime of human trafficking occurs more easily in these regions.

Recommendation: I think it is appropriate to apply the Eight-Step Path of Policy Analysis by Eugene Bardach²⁰ to this challenge, as follows:

(I) Problem Definition

The residents of immigrant communities lack awareness on human trafficking.

(II) Assembling of Evidence

Even though the concepts of illegal immigration and human trafficking are entirely different, there exists the existence of natural and inseparable relationship between the two. Despite the fact that we lack the support of specific statistical data at present, a lot of cases of human trafficking abound in the immigrant communities. It is to be noted that the national language is more commonly used in each immigrant community than English.

This is one of important reasons for lack of awareness of trafficking.

(III) Alternative Construction

Based on the status quo, I came up with two alternatives below.

- a. NFSGA goes into the immigrant communities and raises awareness of human trafficking alone.
- b. In view of the unclear and complex situation of immigrant communities, NFSGA could form **an Interagency Working Group** that includes faith organizations, law enforcement and other relevant NGOs [Tapestri Inc. is a successful example].
The Interagency Working Group can work towards multiple goals, but one of the goals could be to target specific awareness campaigns about human trafficking to different immigrant communities – for example, the Asian, Latino and African communities. Diversified trafficking education could be developed for the diversified cultural backgrounds.

(IV) Criteria Selection

- a. Effectiveness
- b. Acceptability
- c. Cost

(V) Outcome Projection

Most of the residents of the immigrant communities can obtain basic knowledge on human trafficking; Motivating some of residents to combat human trafficking voluntarily; Mitigating the serious issue of human trafficking in immigrant communities in two years.

(VI) Confronting Trade-off of the Outcome

Criteria (weight) \ Options	Aware alone	Organizing an Interagency Working Group
Effectiveness (3)	1*3=3	3*3=9
Acceptability (2)	2*2=4	1*2=2
Cost (1)	3*1=1	1*1=1
Total	8	12

Table 2: Matrix of evaluation criteria for policy options

In my opinion, the effectiveness criterion is the most vital because raising awareness of human trafficking among the residents of immigrant communities is the goal and duty of NFSGA. So, I weight this criterion as 3. Acceptability means whether the NFSGA has enough capability to operate this plan and determines the possibility that this plan can be accepted by the leaders of relevant organizations. Compared with the two previous criteria, cost can be weighted as 1, despite the fact that it is also important.

(VII) Making a decision

Based on the above steps, option 2, Organizing an Interagency Working Group, is deemed to be the best policy option.

(VIII) Communicating the decision

The findings are to be discussed over with the state director of NFSGA first, and then a project proposal can be formulated and sent to the relevant organizations that will be working on this project.

Challenge II: Law enforcement does not often share information with civilian organizations

One of the most significant disconnects in the fight against human trafficking is a lack of communication and understanding between law enforcement and NGOs.

In view of the necessity of maintaining confidentiality and investigational integrity, law enforcement is typically a closed network. This was repeatedly brought up during the surveys and is not altogether unexpected. Maybe in the eyes of law enforcement, everyone is a potential suspect and when not a suspect, everyone is a person who might unknowingly divulge a detail that might harm an investigation or worse, might endanger the lives of law enforcement officers.

Recommendation: To overcome this difficulty, I think that the best way to build a reliable and firm relationship between NFSGA and law enforcement is that NFSGA has to turn over the cases or tips or proofs to law enforcement before the law enforcement really trust NFSGA. In turn, law enforcement needs to be willing to provide feedback after NFSGA turn over the cases; or providing the data or statistics that NFSGA needs.

It is important that NFSGA build a good personal relationship with the different persons with overall responsibility of law enforcements in Georgia.

Challenge III: Local law enforcement agencies need immediate training on trafficking identification and current laws.

The difficulty for law enforcement at the local level that was identified was a lack of training on trafficking identification and on the application of current laws.

Why is it hard to make the local law enforcement willing to fight human trafficking, like it fights the “normal” crime? In my opinion, one of reasons is that they deem combating human trafficking is not the natural duty of local authority. Another reason is the limitation of the budget.

Recommendation: For this challenge, I have two suggestions.

One is lobbying Police Officer Standards and Training Council (POST) to include

training on the issue of human trafficking into POST-certified training. At present, NFSGA is partnering with another nonprofit organization (*A Future, Not A Past*) to deliver training on the issue of human trafficking that is in the process of POST certification. NFSGA is working to expand the courses that provides an overall understanding of human trafficking from the perspective of law enforcement agencies into the extended training (additional training) since it is unrealistic to place the course about combating human trafficking into the mandate training (the basic law enforcement program) at present. One of the biggest obstacles is the limitation of training funds.

From what I know of the training fund, the practice of the California Commission on POST will be a better option. POST funding in California comes from the Peace Officers' Training Fund (POTF). The POTF receives funding from the State Penalty Assessment Fund of California, which in turn receives financial support from penalty assessments on criminal and traffic fines. Therefore, the POST. program is funded primarily by persons who violate the laws that peace officers are trained to enforce. If this program can be applied in Georgia, I believe the obstacles of limited training funds could be overcome. Moreover, no tax dollars would be used to fund the POST program.

The other suggestion is to require the state government to provide special grants to local law enforcement combating human trafficking.

As far as I know, while major metro departments such as the Cobb, DeKalb, Gwinnett, Fulton and Atlanta Police Departments usually have just enough funding for fighting “normal” crime, there is usually a considerable lack of training among investigators on human trafficking, despite the enactment of a state law against human trafficking. Therefore, under the motivation of special grant, local law enforcement can

do its best to investigate the cases of human trafficking.

Conclusion

Before I began this internship, I had very little knowledge about non-profit organization and little information about human trafficking. As I am approaching the end of my internship after three months, I realize that I have learned a lot and I am now able to do much more than when I first began. I have learned how the general normal non-profit organizations operates, how NFSGA makes awareness activities, what happens in the world about human trafficking. Moreover, I also benefit so much by comparing the theories I have learned in class with the application in practice.

This internship experience in a non-profit organization has not only helped me acquire practical knowledge, but it also benefits me in my future career. Based on the learning of participating in this internship, I will continue to practice the knowledge of public administration when I go back China. Because what I do in China is very similar to what I work for NFSGA, I will continue to combat human trafficking in my future as far as possible.

Acknowledgement

I owe so much to Mark Hoerner, State Director of Georgia for giving me this internship opportunity and his generous help and guidance in completing my intern. I would like to thank Dr. Seelarbokus for her patient advices and valuable opinions on the finalization of this paper. I also feel thankful to Dr. Baker, my internship instructor for all his help and advice.

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Appendix I

Headquarters of NFSC

David Batstone - President & Co-founder

Dave is the fearless leader of Not For Sale. A professor of Ethics at the University of San Francisco, he is also the founder and president of Right Reality, an international social venture firm. Batstone has authored seven books, the two most recent being Not For Sale (HarperOne) and Saving the Corporate Soul (Jossey-Bass). He was a member of the founding team of Business 2.0 magazine and served six years as executive editor of Sojourners magazine and founder of the SojoMail e-zine. He has contributed articles to the New York Times, the Chicago Tribune, the San Francisco Chronicle, Wired, and SPIN. He is the recipient of two national journalist awards and was named National Endowment for the Humanities Chair at the University of San Francisco for his work in technology and ethics. During the 1980s, Batstone founded a non-governmental agency dedicated to economic development. And yes, Bruce Willis does have a striking resemblance to Dave.

Mark Wexler - VP of National Operations & Co-founder

Mark, known by NFS as MaxWex, started his “job track” with South Africa’s Umthombo Street Children working to empower former street kids to take a leading role in structural change. He honed his entrepreneurial skills by growing organizational connections across Europe and Africa. In addition to serving as Not For Sale’s Vice President of National Operations, he is also the director of the campaign’s Underground

Church Network and oversees the NFS “Committee.” He’s a partner in Right Reality, a former student of Dave’s, and almost as good as Kilian at racquet ball.

Kique Bazan - VP of International Operations & Co-founder

A longtime advocate for justice, Enrique’s first job was working with a children’s rights organization in Peru, and later doing research with gangs in El Salvador and San Francisco. He has organized social justice trips around the world and has been at the forefront of developing groundbreaking strategies that unite businesses, non-profits and communities for the common good. He’s a partner in Right Reality, and has the best accent of anyone on staff.

Allison Trowbridge - National Director of Communications

At the launch of Not For Sale in 2007, Allison met Dave at their alma mater, Westmont College. Inspired to action, she helped with marketing “Not For Sale... the Documentary” that Fall, and has never looked back. Today she serves as the Communications Director from Santa Barbara, CA, managing media, messaging, and pretty much all things meaningful. When not fighting the global slave trade, Allison enjoys traveling, painting, and coordinating weddings.

Keisha Hoerrner - National Operations Director

Dr. Keisha L. Hoerrner is the National Operations Director for the Not For Sale Campaign and Department Chair of First-Year Programs at Kennesaw State University. She brings a background in mass communication, strategic planning and implementation,

project management, and leadership in social justice coalitions to her position. Aside from overseeing the Not For Sale Regional Directors, Keisha drives productivity at Not For Sale like no one else. The staff is indebted to her consistent ability to keep us on track and achieving our goals!

Kilian Moote - Program Director

Kilian has his B.A. in International Studies from the University of San Francisco. He has been involved with the Not For Sale Campaign on a variety of levels since 2007. Currently Kilian spends the majority of his time focusing on political action, student involvement, and Free2Play. Kilian has spent time working with Generacion in Lima Peru where he helped implement a Micro-finance enterprise for the children Not for Sale works with. He is a master at advocacy, and the best athlete at Not For Sale.

Laura Aguirre - Program Director

Laura has been involved with the Not For Sale Campaign since her participation in the University of San Francisco's Erasmus living-learning community in 2006. She coordinated the efforts of several students in research, investigation, and surveillance of human trafficking in San Francisco. In spring 2008, she documented prosecuted trafficking cases and observed the National Human Trafficking Hotline with an internship at Polaris Project. Laura is currently focusing on planning annual Not For Sale events such as the Abolitionist Academy (April) and the Global Forum on Human Trafficking (October). Laura is one of our beloved "J's" - organized, encouraging, and an essential part of the NFS team.

Appendix II:

International projects

Buddies Along The Roadside – Thailand

Not For Sale is building a clinic to maintain the health and well-being of the 120 rescued children from child slavery in Northern Thailand. NFS will help construct, equip, and staff a clinic at the Buddies Along the Roadside Project (10 miles from the border with Myanmar and Thailand.) This clinic will not only serve the needs of all the children, but healthcare will also be extended to all the students that attend local public schools.

Generación – Peru

The Surfing Tribe: Not For Sale supports a group of 15 children restoring their sense of self-dignity through surfing. The Surfing Tribe is a prevention program that provides a passion for street children to empower themselves.

Veronica's House: Earlier this year, Veronica, a street child in Lima, was strangled to death by a client with whom she had been forced to have sex. Veronica's death serves as a reminder of the high danger children face on the streets of Lima. In her honor, Not for Sale has built an emergency shelter in Lima and called it Veronica's House.

Not For Sale – Ghana

On the shores of the largest man-made lake on the surface of the earth lies a major hub for trafficked children amidst Ghana's fishing industry. Children as young as three are seen as favorable workers because their nimble fingers are able to release small fish from the masses of nets. Not for Sale is building a shelter to house these rescued children.

Not For Sale – Uganda

Child abductees make up as much as 80 percent of the LRA (the Lord's Resistance Army) ranks. They are used to raid villages, execute prisoners, act as baggage porters or sex slaves. Abducting children as young as seven prevents them from developing independence and prevents them from running away. Those children not already taken under by the LRA spend their nights walking in search of safe shelter away from the threat of abduction. There is an incredible need to support the rehabilitation of former child soldiers and prevent the recruitment of others.

The Not For Sale Campaign is helping to build a secondary school in Gulu, Northern Uganda. Equipping children living in conflict areas with education opens a perpetual door to knowledge and provides a valuable tool that transcends into the future, reducing the risk of vulnerability. The school will create an environment for peace and safety, reversing the effects of living in a marginalized community, and educating a new generation of justice-seeking Ugandans.

Appendix III:

Some Important Website Addresses:

1. The link of homepage of NFS:

<http://www.notforsalecampaign.org/>

2. The link of Facebook page of NFS:

<http://www.facebook.com/pages/Not-For-Sale-Campaign/7518257857>

3. The link of Youtube page of NFS:

<http://www.youtube.com/NotforSalecampaign?hl=en>

Appendix IV:

Definition of T-Visa:

T-visa was created by the Trafficking Victims Protection Act of 2000 (TVPA) to protect women, children and men who are the victims of human trafficking. The T-visa will allow victims of severe forms of trafficking in persons to remain in the United States and assist federal authorities in the investigation and prosecution of human trafficking cases.

Appendix V:

Human Trafficking in China

The purpose of this issue paper is to report on human trafficking in China.

After having collected a lot of information and read profusely about Chinese human trafficking, I find that the affair of human trafficking in China is urgent, and China really is a source, transit, and destination country for human trafficking, the majority of which is internal trafficking. I have to recognize that it is reasonable that the Chinese Government was placed in the Tier 2 Watch List in the *TRAFFICKING IN PERSONS REPORT 2008* by the U.S. Departments of State, even though I do not necessarily agree with all the all of the judgments about China.

Definition of Human Trafficking

According to the *TRAFFICKING IN PERSONS REPORT 2008* by the U.S. Departments of State, human trafficking encompasses the elements shown in Table 1.

Process	+	Way/Means	+	Goal
Recruitment	A	Threat	A	Prostitution
or		or		or
Transportation	N	Coercion	N	Pornography
or		or		or
Transferring	D	Abduction	D	Violence/Sexual Exploitation
or		or		or
Harboring		Fraud		Forced Labor
or		or		or
Receiving		Deceit		Involuntary Servitude
		or		or
		Deception		Debt Bondage
		or		(with unfair wages)
				or

		Abuse of Power		Slavery/Similar practices
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Table 1: Components of human trafficking

If one condition from each category is met, the result is trafficking. For adults, victim consent is irrelevant if one of the means is employed. For children consent is irrelevant with or without the means category.

The Situation of International Human Trafficking

As a source country, a lot of Chinese women and children are trafficked for sexual and labor exploitation to other countries every year. These Chinese are recruited by false promises of employment and are later coerced into prostitution or forced labor. The traffickers promise these victims and their parents that they can earn a lot of money and send some of it back home.

As a transit country, a lot of victims are trafficked and destined to Thailand and Malaysia through China.

As a destination country, a lot of women and children are trafficked from Mongolia, Burma, North Korea, Russia, Vietnam, Ukraine, and Laos for sexual and labor exploitation. North Korean women reportedly were sold for approximately \$380 to \$1,260 (RMB 3,040 to 10,080) (These numbers were culled from *Country Reports on Human Rights Practices (2006)*, Released by the Bureau of Democracy, Human Rights, and Labor, March 6, 2007); in Guangxi province where I come from, most of the people know that the price of a beautiful virgin Vietnamese bride is \$3,000 to \$4,000 (RMB 21,000 to 28,000).

According to the Authoritative data from the Ministry of Public Security (MPS), more than 2600 cases of human trafficking were registered in 2006, including domestic cases and international ones.

Based on my research, the most serious situation of Chinese human trafficking is internal trafficking. Most of the victims are trafficked primarily from Anhui, Henan,

Hunan, Sichuan, Yunnan, and Guizhou Provinces to prosperous provinces along the east coast, such as Guangzhou, Fujian, and Zhejiang. The number of victims is enormous and difficult to estimate.

Domestic Children Trafficking

Since 1983, the Family Planning Policy was implemented formally in China. Chinese government launched a serious and vast movement for controlling the huge population, sent numerous propaganda teams and contraceptive surgery teams throughout the entire country. Further, the Standing Committee of the National People's Congress enacted the Population and Family Planning Law of the People's Republic of China in December 2001, which came into effect in September 1, 2002. The implementation of family planning policy is closely linked to the performance evaluation of the chief leader at all of the political levels. The situation of marriage and birth is monitored strictly by the family planning officials. The penalty for violating the family planning regulations is strict. If a couple gets an additional child and have not been approved, they are fined to more than double the last year's total income ("social care payments"), and sometimes the amount of the fine would be to the tune of hundred thousand dollars.

In Chinese traditional culture, a boy is very important to continue the father's family tree. There is an old saying in China: "a man without a son to succeed him tops the three most serious disrespects to his parents." Especially in some provinces, like Shandong, Fujian, and Guangdong, most of people believe that the greater the number of sons, the greater is the blessing.

Under the dual pressures of both the traditional culture and the family planning policy, the demand for children trafficking, especially boys trafficking, is increasing. A very huge market of children trafficking has been formed. Gradually, the division of labor of children trafficking has been established, including purchase, decoy, robbery, transport, storage and sales. Moreover, children traffickers have developed their own set of "code words." In the south of China, for example, boys and girls are referred to by children traffickers as "genuine" and "substandard goods" respectively. A baby under the age of one year is referred to as "Yi Liang". In the north of China, boys and girls are referred to

as "big goods" and "little goods" respectively.

Some statistical data about Chinese children trafficking are shown in the table-2 below:

City \ Year	2000	2001	2002	2003	2004	2005
Kunming	352 children were abducted, including 278 boys from 2000 to 2003. One typical case: From Aug 2003 to Jun 2004, 19 children were abducted by 8 children traffickers					4 traffickers were executed.
Dongguan		38 children were abducted by Liu Jianqiu who was executed in June 2008			22 boys were rescued successfully	
Quanzhou	300 cases were solved	54 cases were registered and 37 cases were solved	84 cases were registered and 79 cases were solved	62 cases were registered and 55 cases were solved	40 cases were registered and 31 cases were solved	

Table 2: Statistical Data about Chinese Children Trafficking

Domestic Women Trafficking

Women trafficking are a serious phenomenon in China. It is widely acknowledged that human trafficking always happens among countries that have different levels of economic development.

This feature of human trafficking also fits the Chinese Domestic Women trafficking. As I have pointed out before, most of victims are trafficked from the poor western provinces to prosperous provinces along the east coast. Because the victims live in very poor regions, they want to leave and earn more money; and it is hard for them to recognize false promises. Most of the victims are sold to brothels in prosperous eastern provinces; others are sold to western poor rural areas as someone's wife

Those victims who are trafficked to poor rural areas often suffer from abuse, rape, maltreatment, indignity, and captivity. Moreover, the villages where the victims are

trafficked are always very united under a clan, which makes escape difficult. The Chinese governmental structure has 5 levels, viz. national, province, city, town, and villages. However, the Public Security Administration does not function within villages, which increases the difficulty of escape. Only around 2500 cases of women trafficking are registered in 2006, but we all know that the actual incidence is much higher.

Based on *Walking in Prostitution - the Research of Chinese Sex Workers* by Beijing Zero Survey Company and my own experience of working at the office for eliminating pornography and illegal-publications, the fate of the victims who are trafficked to eastern prosperous cities is considered to be “better,” relatively speaking. The phases undergone by the victims who become prostitutes are as follows:

1. At the beginning, the victims find that they were cheated by the trafficker and are sold to the brothels. But the procuress does not force them to do sex business, and just tells them that she has paid money for them, so they have to do something to repay the debt as handyman and cannot flee. Moreover, the procuress will promise that they can get salary and leave freely after they would have paid off their debt. There is an old saying, “In terms of earning money, down is faster than sitting, sitting is faster than standing.” “Down” means the job of the prostitute; “sitting” means the job of the manager, and “standing” means the job of the worker or the waiter. When the victims learn how much a prostitute earns per day, it is very hard for them to resist the temptation because the revenue of a western farmer is so poor. Normally, in eastern provinces like Guangdong and Fujian, a prostitute can earn easily more than 5000 RMB (700 dollars) per month, while average monthly wages of a worker in a factory is only 1500 RMB (210 dollars). The income of a waiter is less than the factory worker generally. If the victims go back to their western rural hometowns, the income for the whole year as a farmer is less than the income of the monthly earnings monthly of a prostitute. In addition, in the brothels, other prostitutes often advise the new victims by showing their achievement. In this phase, some of victims are willing to do this job.
2. If some victims still want to go home, they will be abused and raped and

imprisoned and threatened by the procuress. Moreover, the procuress and trafficker always threaten the victims with harming the security of their family in hometown. Until they abandon themselves and obey the procuress, the horrible condition will persist. So, this says to us that these victims are equally in dire conditions; and they do not really have any choice than surrender!

According to a 2003 report of the World Health Organization, there are 6 million sex-workers in China. The Ministry of Public Security has proclaimed that 2.1 millions prostitution cases were registered in 2003.

Domestic Forced Labor

“Sweatshop”, a nauseous word! But I have to acknowledge that sweatshops and “forced labor” exist everywhere along the east coast, especially in the clothing manufacturing industry, the electronics industry, and the toy manufacturing industry.

After that I have learnt about the situation of Chinese farmer Workers in the sweatshops in the eastern provinces, I feel so grieved and indignant; and I now know why the “made in china” goods that are sold in Wal-Mart is so cheap, why the transnational enterprises, like Dell, HP, LEGO, and NIKE, outsource their manufacturing processes to China; why Bo Xilai, the Chinese Minister of Commerce, said in 2005 that “8 billion shirts can exchange just one Boeing plane .”; and I do not know why the U.S. National per capita income is 35000 dollars while the Chinese per capita income is 2000 dollars, while Chinese government is holding the amount of U.S. treasury bonds valued 6 thousands trillions dollars now.

Because of sharp competition and the need to meet consumer demands for cheap price, the transnational enterprises always try to minimize the prices of their orders; at the same time, in order to reduce investment risks and to maximize their profits, they do not usually directly set up factories in the local regions, but sign contracts with the local factories. And the contractors normally accept the cheap prices of the orders. Moreover, in many instances, in order to get these orders, the local contractors lower the prices even more because of the intense and crucial competition they have to confront; because

the customer require a very high standard for the raw material and product quality, the wages of workers is only flexible factor in the chain costs while the price of raw material and operational cost are rising, so the interest of workers who exist in the bottom of pyramid have to be sacrificed by contractors .

Owners of the sweatshops engage in the following with regard to their workers:

1. Force the workers to work overtime. Generally, uninterrupted working more than 12 hours is common;
2. Pay less than the minimum wage. Normally, 200 dollars monthly is common ;
3. Seldom buy healthcare, unemployment, work injury and endowment insurance for workers;
4. Unpaid overtime on weekends and legal holidays;
5. Do not grant any maternity or marriage leave;
6. Provide poor accommodation, sometimes more than twenty persons share one apartment;
7. Implement semi-militarize management;
8. Illegal deposit of one month's salary as pledge.

But in terms of forced labor, I think the “real” forced labor exists only in Chinese prisons. According to the definitions of “Forced labor” on the Web, Forced labor means “Through coercion, individuals have been forced to work without payment, often in harsh and hazardous conditions.” Despite the fact that the farmer workers are treated unfairly, at least they have personal freedom, though they earn miserable pay that still is higher than they work as a farmer.

“Laogai” means reform through labor. In my opinion, “laogai” is consistent with criminal law and the spirit of the Chinese Constitution as a way of transformation of the mind of the felon. After the offender is sentenced to long-term imprisonment, life imprisonment, or death sentence with a reprieve by the court, the criminals are forced to labor, to transform their thinking. In China, since ancient times, it is normally considered a legitimate and reasonable method to force prisoners to do labor. The slogan for “Laogai” is “Reform first, production second.”

Thus, criminals in prisons may be forced to work overtime, or in a terrible condition. The human rights of criminals are often ignored by the public and Chinese legislative. As

far as I know, some individuals and NGOs from China and abroad have noticed this affair and voiced out their concerns about it.

Due to strong resistance from Western nations against forced labor products, in 1991 China's State Council re-emphasized the ban on the export of products of prison and stipulated that no prison is allowed to cooperate with foreign investors. But I consider that the manufacture of the Mardi Gras Beads used in Louisiana for the Mardi Gras celebrations are related to some prisons that violate the regulation and place the profit first.

“Laojiao”, means re-education through labor. However, due to lack of space and the complex historical and political reasons, I will not discuss this concept further.

Using or forcing child labor is rare in China. If employers use child labor, they will be sentenced to 3 years' imprisonment and penalty or more. I have a college roommate who manages a Medium-sized toy manufacture factory in Guangdong province. According to him, it is impossible for these factories with legal licenses to use child labor because the inspection of local Labor Bureau is frequent and employers cannot bear the strict punishment. Nonetheless, the case that some children, particularly Uighur youth from Xinjiang Province, have been abducted and forced into begging and thievery in large cities is true. This social issue is a public concern and the Chinese government has begun to take the necessary measures to solve it.

Chinese Governmental Effort in recent years

The Chinese government firmly opposes the crimes of human trafficking and illegal immigration, either directly into the destination country or through anywhere as a stepping stone. In the recent years, the Chinese government has taken a series of positive measures in the legislation, in law enforcement, in citizens' legal awareness campaigns, and has signed relevant international agreements and treaties. . This fully demonstrates the determination of the Chinese government to combat the criminal activities of illegal immigration. It must be pointed out that illegal immigration is an international issue with multiple causes. Some organizations and individuals such as the so-called "snakehead" engage in the activities of transnational human trafficking and illegal immigration. They not only

illegally traffick Chinese people, but also organize the illegal immigration flow of other countries' citizens. This is why the Chinese government has always emphasized international cooperation to address this problem of human trafficking and illegal immigration.

In the late 1990s, the Southeast Asian countries and China opened their borders to encourage economic development, but this has also made human trafficking easier. For solving this problem, the governments of China, Cambodia, Laos, Myanmar, Thailand and Vietnam adopted a comprehensive and strategic Sub-regional Plan of Action to jointly combat human trafficking in 2004, under which each member state has to devise a national plan of action. The six members belong to the Greater Mekong Sub-region, one of the world's most rampant human trafficking areas. Since 2005, the Chinese government has carried out the principles of the COMMIT (Coordinated Mekong Ministerial Initiative against Trafficking) process, which includes the holding of high level meetings to discuss the framework and components for the national plan of action against human trafficking; the strengthening of communication, cooperation and information sharing; the launching of campaigns to combat cross-border trafficking jointly with neighboring countries.

Prosecution

Between 2001 and 2005, the police opened more than 28,000 trafficking cases, the Chinese government arrested more than 25,000 suspected traffickers, and rescued more than 35,000 victims. During 2006, the Chinese police investigated 3,371 trafficking cases; provincial governments arrested 371 victims and arrested 415 traffickers. MPS reported investigating 2,375 cases of trafficking of women and children in 2007, which is significantly lower than cited in 2006. Chinese law enforcement authorities also arrested and punished some traffickers involved in forced labor practices and commercial sexual exploitation, but it is hard to find more statistical data on prosecutions, convictions, or sentences because of Chinese special political system.

Protection

The Chinese Government provides short-term shelters and medical care to trafficking victims along the southern border provinces and in Guangxi. Victims are later assisted with repatriation by NGOs, specifically the All-China Women's Federation and

Save the Children. With funding from the Chinese government, the All-China Women's Federation provides counseling on legal rights and medical and psychological treatment.

In 2005, with the support of United Nations Children's Fund, the Chinese Ministry of Public Security (MPS) set up a rescue transit center in Dongxing City, Guangxi province, which is responsible for the placement and assistance before the repatriation of women and children of foreign nationality who have been rescued. And in February 2006, the National women and children assistance center was set up in Ningming County, Guangxi by ACWF (All-China Women's Federation). In 2008, the Chinese Ministry of Public Security set up a new rescue transit center in Kunming City, Yunnan province.

Training

The Chinese Government is paying more attention to training, and enhancing the staff ability to combat trafficking in women and children. In recent years, there have been 28 government officials who have taken part in the COMMIT training project in Thailand. Since 2004, the Ministry of Public Security of both China and Vietnam have co-organized an annual law enforcement training project of combating human trafficking. From September to December in 2006, the National All-China Women's Federation held public media courses about combating trafficking in women and children in Beijing, Guangxi, and Yunnan. In June 2007, the Chinese government issued Chinese training manuals on combating trafficking in women and children. After a month, the Chinese government held national training courses on combating trafficking in women and children in Yunnan Province to promote the effective implementation of the National Plan of Action on Combating Trafficking in Women and Children.

Prevention

China is holding awareness raising campaigns in select provinces. The Yunnan Province authorities held a media outreach seminar to raise awareness of anti-trafficking strategies, victim protection, and relevant legislation. Sichuan authorities have projects to raise awareness among major labor markets with informational posters, public service announcements on large television screens in the markets; authorities also distribute pamphlets explaining legal protections, resource information, and hotline numbers for migrant workers who are at risk of being trafficked.

In July 2007, the ACWF co-sponsored a Children's Forum that brought together

children from across the country to discuss ways to prevent the trafficking of vulnerable youth. The government did conduct all kinds of broad public awareness program to inform the public of the dangers of trafficking. With the assistance of NGOs, the Ministry of Education undertook outreach efforts to some villages and schools, providing information on what trafficking is, how to avoid being trafficked, and providing emergency hotline numbers.

On December 13, 2007, the State Council of China issued the *China National Plan of Action on Combating Trafficking in Women and Children (2008-2012)*. It is the first national guide against human trafficking. This action plan involves 28 ministries and commissions, covering various fields of combating trafficking, such as prevention, combat, assistance to victim, repatriation and rehabilitation, international cooperation, and so on.

Prospect and Recommendation

Human trafficking is an influential and widespread phenomenon to most countries of the world] is a global phenomenon and impacts most countries of the world. Despite the fact that trafficking routes always change, there is a permanent feature of human trafficking that the source countries are always poorer than the destination countries economically. Southeast Asian women, for example, are trafficked to North America and East Asian countries, African women are trafficked to Western Europe, and so on.

For a variety of complex historical reasons, especially the Household Registration System, led to great gap between China's rural and urban economic development. The Per Capita Disposable Income (PCDI) in rural areas of Hunan province, a western province, remains at around 3500 RMB (500 dollars) in recent years, but the PCDI of Shanghai city is 12278 RMB (1800 dollars). According to research conducted by the Chinese Ministry of Agriculture, in terms of the current average annual income, the ratio between urban and rural has changed from 1.71:1 in 1984 to 2.79:1 in 2000 to 3:1 in 2003 to 3.28:1 in 2006 to 3.33:1 in 2007, and the absolute gap between urban and rural area has reached 9646 RMB in 2008.

In my opinion, the best national action plan on combating human trafficking in

China is improving the economy development of rural areas and narrowing the gap between city and countryside. Maybe cancelling the household registration system that let the rural residents move freely across the country and enjoy same welfare with urban residents should be the best solution.

In a word, with economic development and public awareness of social inequities, I believe the human trafficking will be less and less in China.

The agencies of fighting human trafficking

Ministry of Public Security (MPS), the main agency of fighting human trafficking.

Ministry of Civil Affairs (MCA), the main agency of salving victims of human trafficking.

Legislative Office of the State Council, the main agency of formulation of the bills against human trafficking.

Supreme People's Court.

Supreme People's Procuratorate.

The All-China Women's Federation (ACWF), prepared and distributed an anti-trafficking manual with the help of the Ministry of Justice.

The Chinese Children's Information Center (CCIC), is responsible for coordinating and promoting relevant government departments, implementing laws and regulations and policy-related measures concerning women and children, and developing women's and children's causes.

The other Non-Governmental Organizations.

By the way, as far as I know, **the Chinese Embassy** just plays a passive role on combating human trafficking. **The Chinese Embassy** has not been assigned any regulative duty in the *China National Plan of Action*. According to its functional responsibility, **the Chinese Embassy** will take action to combat human trafficking only when local law enforcement needs its assistance or Chinese nationals need help for their own initiative.

The laws and documents

I have to point out that Chinese law is comprehensive in criminalizing all kinds of human trafficking, and in addition, more official documents have been adopted by Chinese government. The serious situation about illegal human trafficking in China is not caused by imperfect laws but is due to other reasons.

1. Criminal Law of the People's Republic of China (1997)

Chapter IV: Crimes of Infringing Upon the Rights of the Person and the Democratic Rights of Citizens.

Chapter VI: Crimes of Disrupting the Order of Social Administration.

The articles that can be adopted against human trafficking are from #236 to #362. Especially, the criminal code criminalizes forced prostitution, abduction, and commercial sexual exploitation of girls under the age of 14, with penalties ranging from life imprisonment to the death penalty.

2. Law Safeguarding Women's Rights and Interests of the People's Republic of China (1992)

3. The Labor Law of P. R. C

4. Law of P. R. C. on the Protection of Minors

5. Law of P. R. C on prevention of juvenile delinquency

6. On Interpretations on Laws Applicable to Cases Involving Women Trafficking, by Supreme Court

7. The Comments on Issues Relating to Applicable Laws and Policies in Combating Women and Children Trafficking, by Ministry of Public Security.

8. China National Plan of Action on Combating Trafficking in Women and Children (2008-2012), by State Council

On December 13, 2007, the State Council issued the *China National Plan of Action on Combating Trafficking in Women and Children (2008-2012)*. The Plan of Action has been developed in order to: effectively prevent and severely combat the criminal activities of trafficking in women and children, actively provide assistance and give appropriate aftercare to rescued women and children, earnestly safeguard the legal rights and interests of women and children.

Moreover, China is a signatory to the Convention to Eliminate All Forms of

Discrimination Against Women (CEDAW) and the Convention on Children's Rights (CCR). This obliges the Chinese government to pay attention to the crimes of abduction and trafficking of women and children.

During the course of my research, I have found some interesting information pointing to the fact that the Chinese have the tradition of combating human trafficking since ancient times. For example, the Tang government issued the law called *Tang Law* in the Tang Dynasty (AD 674). *Tang law* regulated that if a victim is trafficked as a servant, the trafficker would be sentenced to hanging; if the victim is trafficked as a private soldier, the trafficker would be sentenced to exile; if the victim is trafficked as wife or concubine or son or daughter, the trafficker would be sentenced to 3 years' imprisonment. Moreover, after the Tang Dynasty, each dynasty formulated articles of law against human trafficking.