Regional Report on the Existing Capacities to Measure Trafficking in Persons in the Pacific Islands

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GLOSSARY OF ABBREVIATIONS

AHTO	Anti-Human Trafficking Office (Palau)
AHTSD	Division of Anti-Human Trafficking Services (FSM)
AHTU	Anti-Human Trafficking Unit (Palau)
AHTAC	Anti-Human Trafficking Advisory Committee (Solomon Islands)
BLI	Bureau of Labour and Immigration (Palau)
CEDAW	Committee on the Elimination of Discrimination Against Women
CID	Criminal Investigations Division (Palau)
COFA	Compacts of Free Association
CRC	Convention on the Rights of the Child
DAA	Data Availability Assessment
FBoS	Fiji Bureau of Statistics
FHRADC	Fiji Human Rights and Anti-Discrimination Commission
FNTPPS	Fiji National Trafficking in Persons Prevalence Survey
FSM	Federated States of Micronesia
HTU	Human Trafficking Unit (Fiji)
IBC	Illegal Border Crossings
ILO	International Labour Organization
IOM	International Organization for Migration
KII	Key Informant Interview
MLSC	Micronesian Legal Services Corporation
MSE	Multiple Systems Estimation
NGO	Non-governmental organization
OAG	Office of the Attorney General (multiple countries)
RMI	Republic of the Marshall Islands
SDG	Sustainable Development Goal
SOTCU	Serious Organised and Transnational Crime Unit (Tonga)
UN	United Nations
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
VTCU	Vanuatu Transnational Crimes Unit
WCCC	Women and Children Crisis Centre (Tonga)

PACIFIC ISLANDS – COUNTRIES AND TERRITORIES COVERED

Member State	Population	Capital city	Date of UN membership	Date of Ratification, Acceptance(A), Approval (AA), Accession(a), Succession(d) to the United Nations Trafficking in Persons Protocol**
Federated States of Micronesia (FSM)	116,000	Palikir	17 September 1991	2 November 2011 a
Fiji	903,000	Suva	13 October 1970	19 September 2017 a
Palau	18,314	Melekeok	15 December 1994	27 May 2019 a
Republic of the Marshall Islands (RMI)	60,000	Majuro	17 September 1991	Not a party
Solomon Islands	704,000	Honiara	19 September 1978	Not a party
Tonga	107,000	Nuku'alofa	14 September 1999	Not a party

**Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, A/RES/55/25 (2000). Ratification status as of 7 March 2023.

EXECUTIVE SUMMARY

While data and studies on trafficking in persons have increased over the past decade, there are still wide areas of the world where information on this heinous crime continue to lack. The Pacific Islands seem to be one such region. Trafficking in persons within, into and out of this area is suspected, but there is still not enough known about the crime and possible victims may be going unseen.

While there is evidence of trafficking in persons, relatively few resources had been directed towards collecting data and conducting research on the crime in the Pacific Islands. To fill these gaps and support countries in the region to strengthen their approaches, the United Nations Office on Drugs and Crime (UNODC) implemented a **project to bolster data collection systems** that estimate and monitor the number of victims of trafficking in persons **in the Federated States of Micronesia (FSM), Fiji, Palau, the Republic of the Marshall Islands (RMI), Solomon Islands and Tonga**.

This report has grown out of these efforts and seeks to provide a baseline understanding of the current evidence of trafficking, risk areas, as well as the frameworks and responses to trafficking in persons.

Main Patterns of trafficking in persons in the Pacific Islands

The Pacific countries included in this study are subject to the exploitation, as well as of the recruitment of trafficking victims.

Victims of trafficking in persons detected or reported in the Pacific Islands are exploited for both forced labour and sexual exploitation. Trafficking for sexual exploitation seems to take place especially in the tourist area or in urban areas in terms of exploitation of foreign women or national minors (girls).

Trafficking for the purpose of forced labour takes a variety of forms, from the identification of migrant workers, mainly from South Asia and Southeast Asia, and exploited in the fishing industry and hospitality. Migrant workers are also trafficked as domestic servant or in agriculture and forestry.

There are reports of children recruited and exploited in their own countries, trafficked in domestic servitude, in commercial sexual exploitation, in the informal sector as street vendors, working in garages and scavenging, and in labour intensive work such as agriculture.

The Pacific islands are also countries of recruitment/origin of trafficking towards other countries in Oceania and or to South-East Asia. Victims from the Pacific Islands have been detected in Australia and New Zealand for the exploitation in forced labour, particularly in the agriculture sector.

There is fewer information about the criminal organization operating trafficking in persons in the region. Cases reported in the region refer to minors trafficked for sexual exploitation who are typical opportunistic predators operating individually or in small groups taking advantage of extreme poverty of the family of origin. Patterns of small groups of traffickers deceiving foreign women to work in hospitality and eventually sexually exploiting them, are also reported.

At the same time, it appears that more organized groups are trafficking people for forced labour from or into these countries, and in recent years, domestic trafficking for forced labour has been detected. Groups seem to operate under the legal façade of recruitment or migration agencies while once at destination foreign workers are forced into exploitative labour conditions.

Severity of trafficking

According to the survey conducted in Fiji, about 0.6 per cent of the population have experienced severe instances of trafficking in persons for forced labour over the course of five years, while more have experienced less violent forms of trafficking or exploitation that may potentially account to

trafficking. A different study with a different methodology in Palau suggests similar results of about 0.6 per cent over the same period, and about 1 victim is detected over 3 to 5 trafficked.

Considering these two very similar results, and assuming the prevalence rates could be roughly applied to all the islands considered in this study, the estimated number of persons experiencing trafficking in persons in these six islands could range around 2,400 victims per year.

Prevalence studies come with many caveats, and these should be considered as an assessment of the order of magnitude of the phenomenon. In this light, the results of the two prevalence studies unveil a problem that is significantly affecting these countries, considering the small population, the national wealth and the structural challenges the national authorities in the Pacific Islands are facing.

Counter-trafficking activities and recommendations

Relatively few cases have been detected in the Region and even less concluded with convictions. The total number of convictions for all six Pacific Islands considered in this study reported to UNODC refer to about 15 persons convicted for trafficking in persons between the year 2017 and 2020. A total of about 100 cases came to the attention of the authorities during the same period, there are information on about 50 people investigated and of about 25 prosecuted over the period considered. The criminal justice response seems to be limited, especially in terms of convictions, although increasing over the period considered.

The combination, however, of the estimated number of victims and the limited number of traffickers convicted raises a flag on the needs to support the efforts of the counter trafficking activities.

Many of the countries in the region only recently committed to international protocols and have begun the process of systematizing and consolidating their efforts to count and counter this crime.

These six Pacific Island countries would continue to benefit from further technical assistance to increase their capacities for establishing sustainable and comprehensive systems to collect, analyze and share data on trafficking in persons. With support, these governments can take the next steps, where they have not yet, to put into action their commitments to fight trafficking in persons, by:

- Designating and empowering a body to lead the country's response to trafficking in persons;
- Collecting comprehensive data on key trafficking indicators, involving both victims and offenders;
- Creating protocols and databases to organize and harmonize the data collected;
- Analyzing this data to expand the understanding of risk factors and characteristics of trafficking in persons; and
- Establishing a regular reporting mechanism to share national trafficking statistics and analysis publicly.

INTRODUCTION

The United Nations **Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children** (hereinafter "UN Trafficking in Persons Protocol") is the **first global legally binding instrument with an agreed upon definition of trafficking in persons**.[1] The adoption of this universal definition in national legal frameworks has served as a starting point to spearhead a comprehensive international approach in which countries of origin, transit and destination of trafficking persons work together to prevent this crime, punish traffickers and protect victims with full respect of their rights.

Defining trafficking in persons

ACT		**MEANS**		**PURPOSE**
Recruit		Threat or use of force		For exploitation:
Transport	+	Coercion	+	
Transfer		Fraud		→ Sexual
Harbour		Deception		→ Forced labour
Receive		Abuse of a position of vulnerability		→ Practices similar to slavery
		Giving payments or benefits		→ Organ removal
		Abduction		→ Others
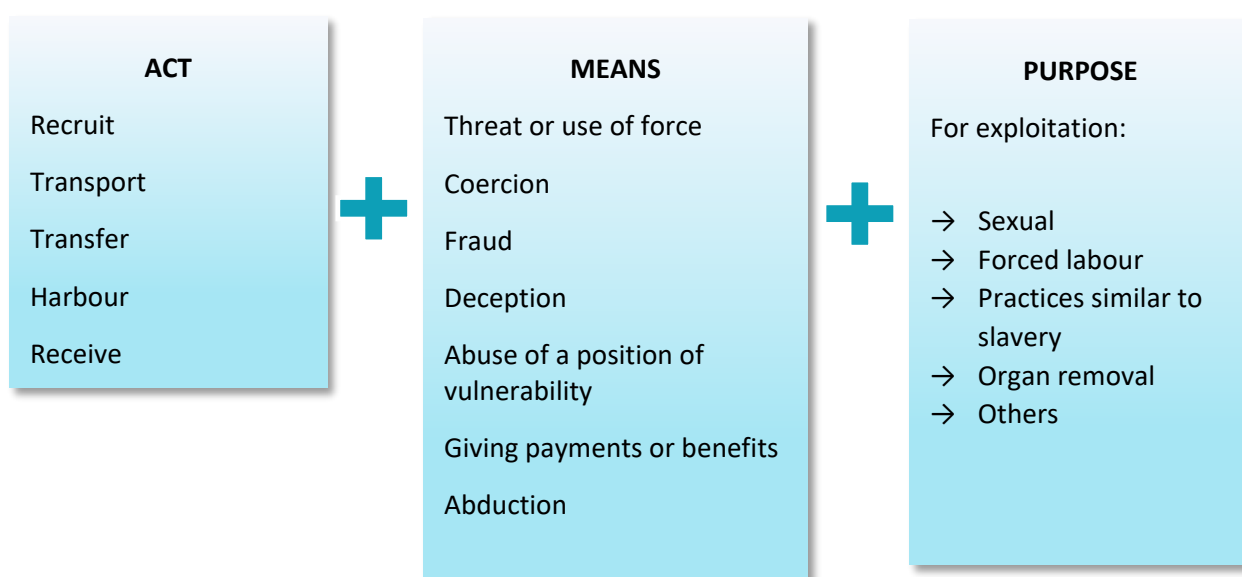
Source: UNODC elaboration of definition of trafficking in persons as contained in the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children. See footnote 1 of this publication for the definition in its entirety.

Central to this comprehensive approach is research about and **monitoring of trafficking in persons based on the collection and analysis** of disaggregated data globally. The UN Global Plan of Action to Combat Trafficking in Persons,[2] adopted by the General Assembly in 2010, highlights the importance of **improving knowledge and understanding of this crime** by conducting research and collecting disaggregated data to analyse the levels and nature of trafficking in persons to support evidence-based decision making. Similarly, the 2030 Agenda for Sustainable Development calls upon Member States to collect data on trafficking in persons as a means to end this form of exploitation.[3]

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[1] Article 3 of the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children defines trafficking in persons as "the recruitment, transportation, transfer, harbouring, or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation, which shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs". Under this definition, trafficking in person is constituted by the following three elements: an act, a means and a purpose of exploitation. However, in cases of child victims, only an act and a purpose must be present to categorise the crime as trafficking in persons.

[2] *The 2010 United Nations Global Plan of Action to Combat Trafficking in Persons*, A/RES/64/293.

[3] Sustainable Development Goal (SDG) 16.2 urges Member States to "end abuse, exploitation, trafficking and all forms of violence against and torture of children." SDG Indicator 16.2.2 stipulates the collection of data to achieve this target. See *Global indicator framework for the Sustainable Development Goals and targets of the 2030 Agenda for Sustainable Development*, A/RES/71/313 (2017).

To support Member States in reaching their data collection targets laid out under the Sustainable Development Goals (SDGs), UNODC has been recognized as a custodian agency of **SDG target 16.2.2**, which specifically urges States to collect data on, **"the number of victims of human trafficking per 100,000 population, by sex, age and form of exploitation."**[4] As such, **UNODC provides technical assistance to Member States aimed at improving the capacity of national authorities to collect, store, analyze and share data** on trafficking in persons by developing training courses and capacity building tools based on agency expertise and experience.

The aim of cooperation on data collection is the dissemination of knowledge about trafficking in persons on a global scale. As mandated by the General Assembly, UNODC publishes the *Global Report on Trafficking in Persons* biennially. The *Global Report* provides an overview of patterns and flows of trafficking in persons at global, regional and national levels. As Member States have expanded their data collection, the *Global Report*'s coverage has become more comprehensive over time, presenting data for a broad range of indicators from more than 140 countries. While quantitative data remain key to analysis, the *Global Report*'s findings also illustrate the growing attention to tackling trafficking crime through use of extensive academic literature, court case transcripts and expert interviews. This combination of sources enables a better understanding of the risks factors and vulnerabilities associated with trafficking in persons, aiming to inform targeted interventions. Moreover, each edition of the *Global Report* reflects the changing nature of trafficking in persons by focusing on emerging topics, such as the modus operandi of traffickers (2014), the specific vulnerabilities of migrants and refugees to the crime (2016), trafficking in the context of armed conflict (2018), child trafficking and trafficking for forced labour (2020) and the heightened socioeconomic risks for trafficking caused by the COVID-19 pandemic (2022).

The considerable body of findings of the *Global Report* would not result in useful information for effective, victim-centred policy responses without the contributions of primary data from Member States. As the capacity of national authorities to collect data on trafficking in persons has increased, so too has the knowledge of the specific characteristics of the crime in regions previously unknown. While the coverage and quality of the data that is collected by Member States and UNODC has improved considerably over the last decade, there are still gaps and important challenges remaining in integrating data collected by national authorities and non-governmental organizations (NGOs).

The Pacific Islands are one region where little is known about trafficking in persons.[5] Indeed, for the past decade, international [6] and regional [7] organizations working in the Pacific region have documented the patterns and trends of trafficking in persons by addressing issues such as migration flows and seasonal working schemes. At the same time, relatively few resources were directed towards countering the crime in the Pacific Islands due to a lack of awareness and knowledge about the extent of trafficking, resulting in it being a particularly "misunderstood and hidden phenomenon".[8]

In a context of a paucity of knowledge and an absence of systematic data collection in the region, between 2020 and 2022, UNODC implemented a project aimed to **strengthen data collection systems to estimate and monitor the number of victims of trafficking in persons in the Federated**

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[4] *Ibid*.

[5] The Pacific Islands region considered in this study includes the Federated States of Micronesia (FSM), Fiji, Palau, the Republic of the Marshall Islands (RMI), Solomon Islands and Tonga. Other Pacific Island countries, while covered in the various editions of the *Global Report on Trafficking in Persons*, were not part of the study and thus are not covered in this report.

[6] International Organization for Migration, Trafficking in Human Beings and Smuggling of Migrants in ACP Countries: Key Challenges and Ways Forward (Brussels, 2018); Walk Free, Murky Waters: A Qualitative Assessment of Modern Slavery in the Pacific Region (The Minderoo Foundation, 2020).

[7] Pacific Immigration Directors' Conference Secretariat, *People Smuggling, Human Trafficking and Irregular Migration in the Pacific* (Apia, 2014)

[8] United Nations Office on Drugs and Crime, *Transnational Organized Crime in the Pacific: A Threat Assessment* (Bangkok, 2016)

States of Micronesia (FSM), Fiji, Palau, the Republic of the Marshall Islands (RMI), Solomon Islands and Tonga.[9]

In order to achieve this goal, the project consisted of three objectives:

1. To create and strengthen the capacity of national and regional institutions to record and collate trafficking in persons cases, including profiles of the victims and offenders;
2. To establish regional baseline data and build local capacities to continue monitoring; and
3. To publish a regional report on trafficking in persons, including estimates of the number of victims.

The first two objectives were addressed through data availability assessments (DAAs) and key informant interviews (KIIs) conducted by UNODC in the countries that were part of the project.[10] Technical support to improve trafficking databases and multiple training events for national authorities was provided. Most recently in 2021, UNODC conducted a multiple-module training programme for the Pacific Islands to increase capacity on data collection, analysis and reporting of trafficking in persons.

The third objective, this report, would not have been possible without the completion of the first two. The information, data and analyses presented here are only possible because of the participation of national authorities in the assessments and comprehensive trainings since 2020, and this report illustrates the evolution of data collection in the Pacific Islands as a direct result of the implementation of this project.

This report consists of four main components. First, **the general trends, patterns** and the factors of vulnerability of trafficking in persons in the Pacific Islands are explored **based on research and data available from law enforcement, government officials, experts and NGOs**. Second, the **legal frameworks** and institutional arrangements designed to collect data in each country and **gaps, challenges and recommendations** are discussed along with **general observations on trafficking patterns** taken from data availability assessments and key informant interviews. Third, the findings from the prevalence studies conducted in Fiji and Palau are presented with a proposed estimate of prevalence for other countries. Finally, taking into account **the primary data collected for this report**, specific recommendations are provided aimed to strengthen the capacity of Pacific Island countries to collect, harmonize and analyze data to expand the knowledge about risk factors and characteristics of trafficking in persons.

Methodology

The collection of data and information for this report was conducted between 2020 and 2022 via both in-person interviews and field research and a desk review of existing literature, research and data. The research team used a mixed method approach, obtaining both quantitative and qualitative information.

In terms of quantitative data, considering its limited availability, the research team drew from multiple sources to gain the most complete picture possible. First, the research team employed the use of UNODC's *Global Report on Trafficking in Persons* database, which contains the largest global dataset on trafficking. Based on data collection from Member States, the research team was able to extract primary victim and offender data submitted by each of the six countries considered in this report for the years between 2003 and 2021. Second, the research team sought data from open sources, such as from the reports of judicial systems and court case monitoring repositories. Further, the research

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[9] This project was funded by the US Department of State, Office to Monitor and Combat Trafficking in Persons.
[10] See Annexes 2 and 4 for complete information on participants of these DAAs and KIIs.

team utilised the findings of two trafficking in persons prevalence studies that were conducted in Fiji and Palau, respectively. These pioneering studies results from a victimization survey applying the Network Scale-Up Method (NSUM) in Fiji and from the application of the Multiple Systems Estimation (MSE) method in Palau.

As for qualitative information, the research team relied on both in-person interviews and a literature review. To understand the capacity of the Pacific Island countries to collect data on trafficking in persons, a total of 50 interviews for the data availability assessments were carried out with stakeholders among the countries considered. Additional 40 key informant interviews with experts and observers were also conducted to achieve a greater understanding of the mechanisms of trafficking in persons in the region. An extensive literature review of existing research on the Pacific Islands was also conducted. The research team focused on established literature not only regarding trafficking in persons, but also on smuggling of migrants, legislative frameworks, labour patterns and children's rights.

It is important to note that the research conducted for this report was carried out in the context of the COVID-19 pandemic. The pandemic-related mobility restrictions within the region of the Pacific Islands required the research team to adapt and operate remotely in five of the project countries for the full project term, with the exception of Fiji, where the victimization survey to estimate the prevalence of trafficking in persons was conducted. Regional trainings data availability assessments, key informant interviews and the multiple systems estimation study on Palau were conducted remotely.

Trafficking in persons in the Pacific Islands

Targeted data collection and institutional capacity building regarding trafficking in persons is a recent development in the Pacific Islands. Thus, the trends, patterns and flows of the crime in the region recorded over the past decade reflect the limited data available.

In the 2020 edition of the *Global Report on Trafficking in Persons*, the national authorities of the Palau reported no investigations, prosecutions or convictions for trafficking in persons occurring between 2016 and 2019.[11] During the same period, Solomon Islands reported 37 cases, 36 victims, 19 prosecutions and 12 convictions.[12]

In the 2022 edition of the *Global Report on Trafficking in Persons*, the national authorities of the FSM, Fiji, Palau, Solomon Islands and Tonga reported to UNODC on trafficking in persons.

The FSM reported the detection of 12 victims – all children from FSM– across its four states between 2015 to 2021. During the same period, national authorities investigated 17 suspected traffickers who were mostly citizens of the FSM, including 12 nationals and 5 foreigners.[13]

Fiji reported to UNODC that 19 cases of trafficking in persons were recorded between 2017 and 2020, while 11 persons were detected as victims. A total of 12 persons were investigated with fewer than five prosecuted during the same period.[14] In 2019 and 2020, fewer than five persons – all males from Fiji – were convicted of trafficking in persons for the purpose of either sexual exploitation or forced labour.[15]Palau, which recently acceded to the UN Trafficking in Persons Protocol in 2019, recorded 30

[11] *Global Report on Trafficking in Persons 2020* (United Nations publication, 2020), Country Profiles, p. 41.
[12] *Ibid.*
[13] *Global Report on Trafficking in Persons 2022* (United Nations publication 2022), Country Profiles: Federated States of Micronesia. Note the figures have been corrected based on data provided in the FSM Supreme Court Annual Reports for 2014-2017, 2018, 2019, 2020 and 2021. From 2015 to 2021, a total of 9 TIP cases were filed with the Supreme Court, involving a total of 12 victims, all females, and children between 14 to 16 years old, from FSM. A total of 17 offenders, all adults and mainly family members or known acquaintances of the victims, were investigated.[14] *Ibid.* Country Profiles: Fiji.
[14] *Ibid.* Country Profiles: Fiji.
[15] *Ibid.*

cases of trafficking in persons between 2018 and 2020 with 23 persons detected as victims during the same period.[16] The victims, all adults, were mostly citizens of Bangladesh, the Philippines and the People's Republic of China and trafficked for the purpose of sexual exploitation, forced labour or other purposes.[17] Between 2018 and 2021, national authorities in Palau were able to conduct 33 case investigations, with 12 forwarded to the Office of the Attorney General for further action, while 2 were transmitted to the Office of the Special Prosecutor.[18] Two people were successfully convicted of Trafficking in Persons, specifically on labour trafficking in 2021 and 2022.[19] Solomon Islands recorded 14 cases of trafficking in persons between 2017 and 2020 with 16 convictions in the same period, all involving trafficking for the purpose of sexual exploitation.[20] A total of 17 victims were detected during this period. All were girls trafficked for the purpose of sexual exploitation.[21] Tonga recorded no cases, investigations, prosecutions, convictions nor victims during the period considered. Meanwhile, reports, observations and anecdotal evidence over the past decade from the region indicate that the Pacific Islands are a source, transit point and destination of trafficking in persons.[22] Victims may be sexually exploited in the context of the tourism industry in hotels or brought to fishing vessels and exploited offshore out of the view of authorities.[23] Others are reported to be exploited for the purpose of forced labour, particularly in the local extractive industries, such as fishing, logging and mining.[24]

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[16] *Ibid.* Country Profiles: Palau.
[17] *Ibid.*
[18] *Palau AHTU,* March 2023
[19] *Palau AHTU*, March 2023. The conviction from 2022 was from a previous case in 2018 where the offender was able to get the case acquitted via an appeal. However, the case went to trial again in 2022 and the defendant was convicted of labour trafficking once again by the OAG. The case from 2021 was prosecuted by the OSP.
[20] *Ibid.* Country Profiles: Solomon Islands.
[21] *Ibid.*
[22] United Nations Office on Drugs and Crime, n. 8, p. 36.
[23] *Ibid.*
[24] *Ibid.*

Trafficking of children in the Pacific Islands

In the research carried out for this report, practitioners and experts in the Pacific Islands specifically indicated an increased presence of child trafficking in the wake of the most severe economic downturn related to the COVID-19 pandemic.

Yet, even prior to the pandemic, both the United Nations Children's Fund (UNICEF)[25] and the International Labour Organization (ILO)[26] observed the trafficking and exploitation of children for the purposes of forced labour, sexual exploitation, forced marriage, forced begging and forced criminal activity.

In particular, it was noted that, in urban areas, children are trafficked and exploited in street vending , scavenging or scrap collecting and housework. Meanwhile, in rural areas, children are trafficked and exploited in agriculture , fishing and mining and logging [27] – the main industries of many Pacific Island countries. Interestingly, children may not be directly trafficked or exploited in these industries but may be instead trafficked or exploited indirectly by workers for the purpose of sexual exploitation or as cooks and cleaners.[28]

Children, especially girls, may be at a higher risk of trafficking for forced marriage due to the minimum marital age stipulated by law in some Pacific Island countries. Of the countries considered in this report, the FSM, Fiji and the RMI stipulate the minimum age of marriage to be 18, which is the threshold minimum age of adulthood under the Convention on the Rights of the Child (CRC)[29] and the age of marital consent recommended by the Committee on the Elimination of Discrimination Against Women (CEDAW).[30] In Solomon Islands and Tonga, the minimum age is 15 (with parental consent), while in Palau, the Palau National Code states that for a marriage between two non-citizens, or between a non-citizen and a citizen, the legal marriageable age is 18 for men and 16 for women. For girls between the ages of 16 and 18, the consent of a parent or guardian is required. For marriages between two citizens of Palau, customary marriages are permitted with no specified minimum age requirement.

While child marriage and trafficking for forced marriage are separate phenomena, they are interrelated and allowing marriage under the age of 18 exposes girls to higher risk of exploitation. Once girls are married, they may face significant challenges in continuing their education and have fewer economic opportunities, increasing vulnerability.[31]

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[25] UNICEF, *Situation Analysis of Children in the Pacific Island Countries* (Suva, 2017).

[26] International Labour Organization, *Regional Efforts for Eliminating the Worst Forms of Child Labour and Trafficking in Pacific Island Countries: Building on the Fiji Experience as Pacific Hub of Excellence* (Suva, 2015).

[27] UNICEF, n. 25, p. 142.; International Labour Organization, *Child street vendors: Report of the Rapid Assessment of Children working on the streets of Apia, Samoa* (Apia, 2017) ; *Child Labour: A rapid assessment of children working on the streets, in the informal sector and in the worst forms of child labour In Fiji: 2015-2016* (Suva, 2016); *Rapid assessment of children in child labour in Honiara, Solomon Islands* (Suva, 2016); *Child labour in Papua New Guinea* (Suva, 2012); *Child labour in Fiji: A survey of working children in commercial sexual exploitation, on the streets, in rural agricultural communities, in informal and squatter settlements and in schools* (Suva, 2010). Note that a study on understanding the dynamics of child sex trafficking in Fiji as an urban issue, has recently been released by the University of the South Pacific.

[28] *Ibid.*

[29] United Nations, *Treaty Series*, vol. 1577, art. 1. The FSM, Fiji and the RMI ratified the CRC in 1993 while Palau, Solomon Islands and Tonga did so in 1995.

[30] *Committee on the Elimination of Discrimination against Women, Equality in marriage and family relations (General Recommendation 21, 1994), para. 36.*

[31] United Nations Office on Drugs and Crime, *Interlinkages between Trafficking in Persons and Marriage* (Vienna, 2020), p. 24.

Small numbers of victims originating from Pacific Island countries are exploited domestically and regionally, having also been detected in other countries in Oceania, [32] including Australia and New Zealand, as well as in East Asia in the People's Republic of China, the Philippines and Thailand. [33]

In terms of the magnitude of flows to the wider Oceania, Australia reported 23 victims from Fiji detected between 2017 and 2019. [34] Between 2016 and 2019, authorities in New Zealand detected a total of 33 victims of trafficking in persons, the majority trafficked for forced labour. Of the victims detected during this period, 16 were from Fiji. [35]

Intersections of trafficking in persons and smuggling of migrants in the Pacific Islands

Trafficking in persons and the smuggling of migrants are often conflated with one another in research, investigations, the criminal justice process and victim services. Yet, while related and intertwined in some instances, the two crimes require different responses.

Key differences between trafficking in persons and smuggling of migrants [36]

	Migrant Smuggling	Trafficking in Persons
Consent	Typically voluntary	Irrelevant if "means" in place (except for children, where means are always irrelevant)
Purpose of the crime	Obtain a financial or material benefit	Exploitation of the victim
Source of the criminal profits	Through obtaining a financial or other material benefit for the facilitation of illegal entry or stay of a person in another State	Not legally required but typically through the exploitation of the trafficked person or the selling of victims to other traffickers.
Crime against what or whom	Public order, authority and provisions of the state	A person
Geography	Always transnational	Can be transnational or domestic

It is important to note that smuggled migrants are particularly vulnerable to many forms of victimizations, during their journeys, including human rights violations, extortion, sexual and physical violence, food and water deprivation, theft, kidnapping and trafficking in persons. In some settings, the fact of being smuggled may increase vulnerability to trafficking in persons.

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[32] United Nations Office on Drugs and Crime, "Trafficking in Persons Flows, 2018 or most recent," Global Trafficking in Persons database (accessed on 1 December 2022).

[33] Pacific Immigration Directors' Conference Secretariat, n. 7.

[34] *Global Report*, n. 11, Country Profiles: Australia.

[35] *Ibid*. Country Profiles: New Zealand. Recent convictions of Pacific Islander citizens for trafficking in persons in New Zealand have been reported. In 2016, a New Zealand resident and Fijian citizen was convicted of 15 counts of trafficking in persons for the purpose of forced labour (High Court of New Zealand, *The Queen v Faroz Ali and Jafar Kurisi*, CRI 2015-092-6886/ NZHC 3077, Judgement, 15 December 2016). In 2020, another New Zealand resident and Samoan citizen was convicted of 10 counts of trafficking in persons and of 13 counts of slavery (High Court of New Zealand, *The Queen v Joseph Auga Matamata*, CRI-2018-020-003953, 27 July 2020).

[36] Adapted from *Global Study on Smuggling of Migrants* (United Nations publication, 2018), p. 20.

While the same person may be using smuggling services, be subject to aggravated forms of smuggling and be a victim of trafficking in persons at different points in life or during the same migratory journey, the actors committing the offences may be different.[37] The crimes may be convicted by different actors in different locations but concern the same people who are victims or smuggled migrants. It is, hence, key to differentiate between the two crimes.

National authorities and experts interviewed for this report indicated that the Pacific Islands are destination and transit countries for smuggled migrants from countries in East and South Asia. For example, in a 2010 case from Fiji, smugglers paid bribes to falsify entries and departures for Indian migrants.[38] In another case, from 2014 in the FSM, 35 Indian and Nepalese smuggled migrants on an Indonesian boat were intercepted by authorities near the island of Yap. The FSM was intended only to be a transit point with the intended destination being Australia, New Zealand or the United States.[39]

In addition, the Pacific Islands also are countries of origin for migrants smuggled to Australia, New Zealand and the United States.[40] As a portion of migrants who cross borders irregularly use smuggling services, irregular entry statistics give a partial picture of the magnitude of smuggling flows. According to a study conducted by UNODC, between 2012 and the first half of 2017, the United States reported the irregular residence of about 1,300 citizens from the six Pacific countries considered in this study.[41]

Flows to Europe are far less detected. Of all Pacific Islander citizenships considered in this report, between January 2009 and December 2022, only 16 illegal border crossings (IBCs) by migrants from the Solomon Islands were detected by the European Union.[42]

It is likely that few of these irregular entries were facilitated by smugglers and an even smaller portion of these flows may have contained components of trafficking in persons. Yet, given the importance of victim identification, even where flows are limited, more research is required to understand the complexities of smuggling to, from and in the Pacific Islands.

Moreover, certain vulnerabilities, such a lack of economic opportunities, in the Pacific Islands may exacerbate the risk of trafficking.

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[37] *Ibid*, p. 9.

[38] Magistrate's Court of Suva, State *v K*, Case No. FJMC 29 (2010).

[39] United Nations, Office on Drugs and Crime, "Boat interception on 17 Nov 2014 at Yap", migrant smuggling report, available at https://sherloc.unodc.org/cld/en/case-law-doc/migrantsmugglingcrimetype/fsm/2014/boat_interception_on_17_nov_2014_at_yap_fsm.html.

[40] United Nations Office on Drugs and Crime, *Migrant Smuggling in Asia: Current Trends and Related Challenges Volume II* (Bangkok, 2018).

[41] *Ibid*. This information is based on responses from national authorities in the countries listed to a questionnaire that UNODC distributed in March 2017 on the smuggling of migrants in Asia and the Pacific. While the Compacts of Free Association (COFA) between the United States and the FSM, Palau and the RMI allow for citizens of these countries to enter the United States under a scheme of eased immigration restrictions, they are still subject to grounds of inadmissibility under US immigration laws (such as criminal convictions) and must possess a valid, unexpired passport (see footnote 57 of this report).

[42] European Border and Coast Guard Agency, "Detections of Illegal Border Crossings", Frontex database, available at https://frontex.europa.eu/we-know/migratory-map/ (accessed on 12 February 2022). All Solomon Islander IBCs were detected along the Western Balkans Route. The term IBC is a term developed and used by Frontex, the European Border and Coast Guard Agency, and is not in use nor endorsed by the United Nations.

Vulnerability: traffickers' target

Vulnerability provides the leverage traffickers use to target their victims. Indeed, the "abuse of a position of vulnerability" is one of the enumerated means through which persons can be trafficked in the Trafficking in Persons Protocol.[43] Vulnerability refers to both pre-existing individual/family/community and structural factors that increase susceptibility to trafficking and conditions created by a trafficker to increase control over a victim.[44]

Examples of vulnerabilities[45]

Individual/family/community	Structural	Created by trafficker
Poverty and unemployment Minor or young age Dysfunctional family Lack of parental care Disability Mental, Behavioural or Neurological (MBN) disorder Immigration status Language barrier and/or limited education LGBTQIA+ identity	Lack of economic opportunities Climate refugee (natural disasters and climate change) Refugee (fleeing war and persecutions) Social frameworks of marginalization and/or discrimination	Isolation Dependency Emotional attachment Confiscation of passport and/or documentation

During the COVID-19 pandemic and its ongoing shockwaves, socioeconomic vulnerabilities have intensified for vast sections of the global population. While border closures have potentially decreased transnational flows of trafficking,[46] so too they have decreased economic activity across borders and resulted in negative domestic economic consequences.[47] In the Pacific Islands, national authorities and experts interviewed for this report noted that, in the face of the pandemic-driven economic downturn, there has been an increase in trafficking and exploitation of individuals facing a loss of livelihood and seeking other, potentially risky, options. In particular, there have been observations that more children have left school to work to assist their economically struggling families, thus being exposed to a higher susceptibility of being trafficked or exploited.

While there is limited data on trafficking in persons in the region, observations from experts, government officials and service providers shed some light on the characteristics of the crime. However, more research is required to understand the full complexity, scope and landscape of trafficking in persons in the Pacific Islands. It is also important to note that the countries of the Pacific Islands had strict border closures during the COVID-19 pandemic, which have impacted the flows of trafficking in persons in ways that have not yet been fully explored.

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[43] United Nations, *Treaty Series*, vol. 2237, art. 3.

[44] United Nations Office on Drugs and Crime, Abuse of a position of vulnerability and other "means" within the definition of trafficking in persons (Vienna, 2013).

[45] Derived from research published in the Global Report on Trafficking in Persons 2020.

[46] *Global Report,* n.13, p. 20.

[47] Francisco Lara-Valencia and Jussi P. Laine, "The Covid-19 Pandemic: Territorial, Political and Governance Dimensions of Bordering", *Journal of Borderlands Studies*, vol. 37, no. 4 (2022).

COUNTRY OVERVIEWS

This section provides an overview of trafficking in persons in the Federated States of Micronesia (FSM), Fiji, the Republic of the Marshall Islands (RMI), Palau, Solomon Islands and Tonga. The country overviews contain information of the relevant legislation, anti-trafficking coordination mechanisms in place, and assessment of the availability of data on trafficking in persons. Each country overview ends with key gaps, challenges remaining, and recommendations, followed by general observations on the patterns of trafficking in persons in each country.

Data availability is a precondition to support evidence-driven and victim-centred policy responses, but collecting it still presents important challenges in the Pacific Islands. In many Pacific Island countries, there remains no systematic process to collect, validate, integrate and share administrative data, which is reflected in this report's country overviews. As such, a key component of the methodology implemented for this report included conducting data availability assessments. UNODC conducted data availability assessments for data on trafficking in persons between August and November 2020 in each of the target countries. The data availability assessments aimed to establish what data were available and which institutions were involved in collecting this data in each country, respectively. Emphasis was given to key indicators on trafficking offenders and victims, broadly in line with the data collected for the biennial *Global Report on Trafficking in Persons*.[48]

Due to COVID-19 pandemic-related travel restrictions, the data availability assessments and the key informants' interviews were largely conducted virtually.[49] On-site visits, as originally envisaged, would have enabled broader consultations as there is a strong social preference for in-person communication across the Pacific Islands. In all likelihood, such visits would also have yielded richer information.

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[48] Key indicators include: data on offenders – numbers of investigated, prosecuted and convicted offenders, by sex and citizenship; and data on victims – numbers of identified victims, by sex, age, citizenship and form of exploitation.
[49] See Annexes 2 and 4.

The Federated States of Micronesia (FSM)[50]

Capital city: Palikir

Population: 116,000

Date of accession to the Trafficking in Persons Protocol: 2 November 2011

KEY RESULTS

There are few suspected cases of trafficking in persons each year, many of which appear to be connected to trafficking of local women and girls for sexual exploitation in the vicinity of the commercial fishing industry in the country.

There is no information about the prevalence of trafficking in persons in the FSM.

Legislation

The FSM has been a State Party to the UN Trafficking in Persons Protocol since 2011 and has both federal and state legislation on trafficking in persons. The federal legislation on trafficking, commonly referred to as the Trafficking in Persons Act of 2011,[51] defines and criminalizes trafficking in persons broadly in line with the UN Trafficking in Persons Protocol provisions.[52] All four states – Pohnpei[53], Chuuk[54], Kosrae[55] and Yap[56] – have additional legislation on trafficking in persons.

National coordination mechanism and principal anti-trafficking actors

In 2019, a Presidential Order was issued establishing an Anti-Human Trafficking Division (AHTD) within the Department of Justice. The Order stipulates a coordinating role for this new body, as well as responsibility for the investigation of reports or complaints of possible trafficking cases. [57]

The new national AHTD is responsible for coordinating the national anti-trafficking task force, conducting public awareness campaigns and managing the national trafficking hotline. Meanwhile, each state government is responsible for establishing their respective task forces with members designated by governors and chaired by the state's Attorney General. The AHTD includes the establishment of a centralised, national database on trafficking in persons as one of its goals.

At the national level, the AHTD has a National Coordinator who is also appointed as the Assistant Secretary. At the state level, each state has its own AHTD office with an assistant coordinator and

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[50] The bodies consulted for the DAA were the Division of Anti-Human Trafficking Services (AHTSD) and National Police Force under the Department of Justice, the Offices of the Attorney General (OAG), the Micronesian Legal Services Corporation (MLSC) and International Organization for Migration (IOM). From Chuuk, Kosrae and Yap States – the OAG (State), Department of Public Safety, Department of Health Services, Department of Education, AHTSD and the MLSC. From Pohnpei State, the OAG (State), Department of Public Safety, Department of Health Services, Department of Education, AHTSD, the MLSC and the Family Domestic Violence Unit. See Annexes 2 – Participants of data availability assessments and 4 – Country key informants.

[51] The FSM, Public Law Nos. 17 – 38 (2012).

[52] The national law prescribes penalties of, up to 15 years imprisonment for adult trafficking and 30 years imprisonment for child trafficking or fines up to $50,000.

[53] The Pohnpei Anti-Human Trafficking Act of 2012 prohibits sex trafficking of children and forced labour of adults, but not sex trafficking of adults; it prescribes penalties for these crimes of up to 10 years' imprisonment or fines up to $10,000, or both.

[54] The Chuuk Human Trafficking Act of 2012 includes the same prohibitions but prescribes penalties of up to 15 years' imprisonment for forced labour, 25 years imprisonment for child trafficking, or fines up to $10,000, or both.

[55] The Kosrae Anti-Human Trafficking Act of 2013 prohibits all forms of trafficking and prescribes penalties of 10 years' imprisonment or fines up to $20,000, or both.

[56] The Yap Trafficking in Persons Act 2013 prohibits all form of trafficking and prescribes penalties of up to 15 years' imprisonment or fines up to $1,000,000, or both.

[57] The FSM, Executive Order to Enhance the Department of Justice's Capacity to Serve the Citizens of the Federated States of Micronesia (2019).

trafficking in persons investigator on staff.[58] Each State Government is responsible to establish its' own task force with members designated by the State Governor, and to be chaired by the State Attorney General. At the time of the interviews, anti-trafficking committees had been established, comprising of representatives from state agencies including the Office of the Attorney General (OAG), the Department of Justice, national law enforcement, immigration officials, as well as members of the legal services community, medical and health sector and civil society groups.[59] Currently, there are no state national action plans in place.

Data collection bodies

The FSM has no centralized data collection or database on trafficking in persons. Some state-level data is collected by certain bodies, such as the AHTD (state), police, OAG and the Supreme Court. However, this data is not accessible in a centralised database, but rather exists in investigative and court files.[60] Additionally, NGOs and legal service providers in the FSM also collect data on trafficking in persons, particularly regarding victim profiles.[61]

Data available

Since there are neither national nor state-level databases, the existing data are scattered across different agencies and not uniformly recorded. For example, one basic national list of victims was coded to contain information on victims' names, sex and age, as well as their location. However, it was not clear whether the location referred to the victim's place of residence, the place of exploitation or the location where the complaint was lodged. There was no information on the type of exploitation. Some of the state-level institutions indicated that they maintained basic lists with information such as a case number, the victim's sex, age and citizenship, as well as the specific criminal charge for defendants.

Key gaps, challenges and recommendations

The FSM consists of over 600 islands divided into four states: Chuuk, Kosrae, Pohnpei and Yap. When paired with limited capacity, this particular geography appears one structural risk factor for trafficking. As a matter of fact, an expert key informant noted that, while knowledge of trafficking and victim identification is more common on the main islands, it is scarcer on the more remote outer islands.[62] The country's vast system of off-shore fishery areas provide fertile ground for labour exploitation on fishing vessels out of the view of authorities, making it difficult to ascertain the scope of the problem.[63] Moreover, A legal services provider in the country noted that, all over the country, among average citizens and local business owners, awareness of trafficking has been particularly low in past years.[64] However, recent improvements have been made in the area of awareness due to campaigns and an improved outreach programme developed by and regularly conducted by the Division of Anti-Human Trafficking Services (AHTSD) targeting vulnerable members of local communities.

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[58] At the time of the relevant interviews (September/October 2020), Yap state had yet to set up this structure but has since been established.

[59] For example, the Chuuk Anti-Human Trafficking Task Force operates with the existing network (SafeNet) and includes agencies such as OAG, Education Ministry, Chuuk Department of Public Safety, Health department, Chuuk Women's Council, Chuuk Division of Youth Services, religious groups, council of mayors, business leaders, Police, Immigration, Labour and IOM.

[60] See, for example, Supreme Court of the Federated States of Micronesia, *Annual Report 2017* (Weno, 2017); Supreme Court of the Federated States of Micronesia, *Annual Report 2018* (Weno, 2018).

[61] For example, the Micronesian Legal Services Corporation (MLSC), a member of the anti-human trafficking committees, has a comprehensive case database which includes trafficking in persons cases with information on the sex, date of birth, type of exploitation and citizenship of victims and additional information regarding when the case was recorded and the services provided by the agency.

[62] IO-KII

[63] FSM-KII; IO-KII

[64] FSM-KII

Capacity to identify victims of trafficking in persons remains low and more resources are required to increase training and proactive investigation processes. Victims, once identified, lack services and immediate support for shelter, food, medical assistance, education, psychological assistance and legal aid. International Organizations such as the IOM, civil society and community-based groups and legal services providers such as the Micronesian Legal Services Commission, give support to victims such as shelter, meals, medical care, repatriation and legal assistance.

Once the new national coordinating body, the AHTD, as well as the analogous state-level institutions are fully functional, resources available for the broader national response to trafficking in the FSM must be targeted to where specific challenges remain, particularly the gaps between federal and state responses.[65] Moreover, training must be implemented swiftly and expansively so that resources are directed and used properly. Even after the coordinating body is fully functional, data collection was not explicitly included in the Presidential Order as one of the functions of the new AHTD and, thus, represents an ongoing challenge. Even though AHTD staff flagged this as a priority area, it is not yet clear whether the expressed commitment to collect data will become operationalized.

Trafficking in persons patterns emerging from the research

While there is no systematic process to collect administrative data on trafficking in persons, several cases have progressed through the legal system. Between 2017 and 2018, five

Trafficking in persons cases were newly filed before the Supreme Court.[66] **Most cases have concerned the trafficking of women and children for sexual exploitation.**

According to expert key informants, the majority of domestic victims detected tend to be women and girls with difficult home lives who are sexually exploited in tourism centres and larger towns in restaurants, hotels, privately owned locations[67] and fishing vessels docked at ports.[68] In terms of foreign victims, a legal services provider interviewed for this study stated that they tend to come particularly from other parts of the Pacific and from South East Asia, including the Philippines, and are also exploited in the hospitality sector in more populated areas, having been recruited with valid work permits by local business owners.[69]

Case from the FSM: Trafficking of children

In 2015, in Chuuk State, a girl victim was followed to a shop and lured by a trafficker to his home to have sex with him in exchange for marijuana. This was later repeated in exchange for small amounts of money several times and with additional traffickers, who were known to the victim as leaders of a church parish.

Three of the four suspected offenders (all men) were found guilty of trafficking in children under the Code of the FSM.

Source: FSM v. Shiro (Crim. Case No. 2016-1503), Case FSMx003 in Sherloc Case Law Database (2018).

Both citizens and foreign nationals appear to be exploited and potentially trafficked for forced labour on fishing vessels.[70] In the case of foreign fishing vessels, victims are exploited far off-shore

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[65] *Ibid.*

[66] Supreme Court of the Federated States of Micronesia, *Annual Report 2017* (Weno, 2017); Supreme Court of the Federated States of Micronesia, *Annual Report 2018* (Weno, 2018).

[67] FSM-KII; IO-KII

[68] *Ibid.*

[69] FSM-KII.

[70] FSM-KII

and, if and when they come into port, they are not likely to seek assistance due to both the language barrier and fishing companies' threats in response to complaints about their conditions.[71]

Regarding the cross-border trafficking of Micronesian citizens, the United States appears to be a significant destination country due to the Compacts of Free Association (COFA).[72] Victims, mostly men, but also women, may be trafficked under the guise of better economic opportunity, but instead are exploited for forced labour in industries requiring little education, including the animal processing industry.[73] Less frequently, victims have been reported to be trafficked to Guam for sexual exploitation.[74]

Suspected offenders, mostly men, are often known to the victims and may be from the same community, easing the process of trust-building.[75] These men may loiter around schools to recruit girls and may use taxi drivers to take the victims to fishing vessels docked at ports and hotels.[76]In other domestic trafficking instances, the suspected offender may be a member of the victim's family, who may pressure the victim to be involved for money, particularly if they are children.[77] This offender profile makes it difficult for victims to self-identify due to the close nature of the relationship.[78] In cross-border trafficking, albeit more rarely, recruitment agencies[79] and local business owners[80] may facilitate the trafficking.

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[71] IO-KII

[72] *Ibid.* The COFA are agreements between the United States and the FSM, Palau and the RMI, respectively. The COFAs were negotiated in 1986 and provided a route to independence and established provisions for government, economic and defence relations between the countries. Among other provisions, the COFAs allow citizens of the FSM, Palau and the RMI to live and work in the United States with some restrictions. See United States Department of the Interior, "Official Website of the United States Compact of Free Association", Office of Insular Affairs, available at http://www.uscompact.org/; and Embassy of the United States, "Republic of Palau: Compact of Free Association", available at https://pw.usembassy.gov/wp-content/uploads/sites/282/2017/05/rop_cofa.pdf.

[73] IO-KII

[74] FSM-KII

[75] IO-KII.

[76] FSM-KII

[77] *Ibid.*

[78] *Ibid.*

[79] *Ibid.*

[80] *Ibid.*

Fiji[81]

Capital city: Suva

Population: 884,887

Date of accession to the Trafficking in Persons Protocol: 19 September 2017

KEY RESULTS

A regional hub for economic activity, Fiji has a handful of reported suspected trafficking in persons cases each year. The most recently prosecuted trafficking case involved the domestic trafficking of a child for sexual exploitation.

Based on a national survey completed in 2022, in Fiji, the severe experiences of trafficking in persons over the course of previous five years is 0.60% or 5,208 victims from the general population of 884, 887. The number of victims is higher if less severe forms of trafficking are included.

Legislation

Fiji has been a State Party to the UN Trafficking in Persons Protocol since 2017 and has a national legal framework prohibiting trafficking in persons. This framework includes legislation contained in the Crimes Act of 2009[82], the Fiji Immigration Act of 2003[83] and the Employment Act of 2007.[84]

National coordination mechanism and principal anti-trafficking actors

Fiji has a National Strategy to Eradicate Trafficking in Persons and Child Trafficking and a National Human Trafficking Action Plan (2021-2026) which provide the framework for anti- trafficking coordination under the Ministry of Home Affairs. A national steering committee under the National Defence and Security Council (NSDC) oversees the coordination and implementation of the Strategy and Action Plan. Cooperative interagency efforts have been streamlined in the form of a national anti-trafficking task force, to which government representatives from all ministries are members, including the Human Trafficking Unit (HTU) under the Criminal Investigations Division of the Fiji Police Force. This task force operates as a working group to support case management and services and review current legislation and policies to enhance prosecutions. Its activities are coordinated by a designated case management coordinator in the Ministry.

Regarding investigations, multiple separate actors are involved depending on the nature of the suspected trafficking situation. Despite this, there is no formalised referral mechanism in place among them.

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[81] The bodies consulted for this DAA were the Human Trafficking Unit, Fiji Police Force, the Department of Immigration, Ministry of Defence, National Security and Policing (now Ministry of Home Affairs), the Ministry of Employment, Productivity and Industrial Relations, the Child Services Unit, Department of Social Welfare, Ministry of Women, Children and Poverty Alleviation, the Fiji Commerce and Employers Federation and others, including as Homes of Hope, Medical Services Pacific and the Embassy of the United States in Fiji.

[82] Fiji, Chapter III – Criminal Offences, Part 12 – Offences against the International Order, Division 5 – Slavery, Sexual Servitude and Deceptive Recruiting; Division 6 – Trafficking in Persons and Children; Division 7 – People Smuggling and Related Offences (2009).

[83] Fiji Immigration Act, Part 5 – Trafficking and Smuggling of Persons (2003).

[84] Fiji Employment Act (2007); Hazardous Occupations Prohibited To Children Under 18 Years of Age Order (2013).

The HTU is responsible for criminal investigations arising under the Crimes Act. It also receives information on suspected cases on an *ad hoc* basis from other government bodies, such as the Department of Immigration, the Ministry of Employment, Productivity and Industrial Relations and the Fiji Human Rights and Anti-Discrimination Commission (FHRADC).

Meanwhile, the Department of Immigration has a mandate to investigate potential cases of cross-border trafficking, including screening and investigation. To assist with coordination and investigation, a police officer from the HTU is seconded to the Department of Immigration.

Further, the Ministry of Employment's Labour Standards and Compliance Unit and the FHRADC also receive complaints of labour violations and potential cases trafficking for forced labour. These two bodies conduct inspections, and where trafficking in persons is detected, refer these cases to the HTU for further investigation.

Services for victims are provided by a number of actors including the Department of Immigration (shelter, meals, medical assistance), Ministry of Women, Children and Poverty Alleviation, IOM (shelter, meals, medical and repatriation assistance) and NGOs such as Homes of Hope (shelter, meals, medical, counselling, legal support, training).

Data collection bodies

Through its role in investigating potential cases of trafficking in persons and preparing cases for prosecution, the HTU records administrative data at various stages of the investigative process on victims and offenders.

The Department of Immigration and the Ministry of Employment Compliance Units also record information during investigations, though this information is stored in individual case files and inaccessible to other agencies.

The Child Services Unit in the Department of Social Welfare of the Ministry of Women, Children and Poverty Alleviation has a mandate to collect data regarding child abuse and neglect, some of which may include cases of trafficking in persons. Cases are referred from a range of frontline personnel (e.g., health professionals, teachers, welfare officers, etc.) who are mandated to report on suspected or detected child abuse and neglect cases. Data is then populated into a database and includes data on children in commercial sexual exploitation and child labour. The Child Services Unit has a dedicated staff member who manages the database and shares reports of data analysed with partner agencies.

NGOs also collect data on trafficking in persons in connection with the services they provide to victims. Primarily, NGOs collect data on trafficking in persons in the course of their work in providing services to victims of sexual and gender-based violence. Homes of Hope is an NGO that provides assistance to victims of "forced sex", which could also include victims of trafficking for sexual exploitation. Another NGO, Medical Services Pacific, has a similar mandate, primarily assisting victims of "sexual abuse", and may also screen for trafficking indicators. Both organizations receive victims that have been referred by police, social welfare services or other government entities. Through service provision and interviews with victims, they collect detailed information about the characteristics of trafficking in persons in relevant cases. Other actors with potential trafficking in persons data include IOM, which has recorded data in the course of research projects in Fiji.[85]

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[85] IOM, *Trafficking in Persons in Fiji: A study of the volume and characteristics of trafficking in persons in Fiji and the challenges in the response*, (Suva, 2022).

Data available

Over the past two years, UNODC has been working with the HTU to trial a trafficking-specific database and train officials to collect, enter and use it for future data collection and analysis for both victims and offenders. [86] Information in the database include the date the case was recorded, offences investigated, victims and offenders by sex, age (adult or child) and citizenship, the type and form of exploitation and status of the case.

The data contained in the databases run by the Child Services Unit, as well as by Homes of Hope and Medical Services Pacific, appear to be comprehensive. However, as none of these databases – or entities – are specifically dedicated to trafficking in persons cases, there may be a need for closer screening against trafficking indicators prior to integration with other trafficking data.

Key gaps, challenges and recommendations

The key challenge seems to be that there is no clearly mandated central data collection function for trafficking in persons. Consequently, there are parallel data collection efforts within different entities, a lack of data sharing arrangements and no comprehensive data source that can provide the basis for sound analysis of the trafficking situation in Fiji.

> **Case from Fiji: Trafficking for forced labour to New Zealand**
>
> A citizen of Fiji with New Zealand residency operated travel agencies with his wife and sister-in-law in Suva. In order to recruit victims, he and his associates placed advertisements in Fijian newspapers promising high-paying jobs to Fijians in New Zealand. The victims were required to pay high recruitment and visa fees by the agencies.
>
> When the victims arrived in New Zealand, they were forced to work illegally under tourist visas either in gib fixing or horticulture for long hours and little pay – if anything – and were kept in cramped conditions.
>
> The organizer of the scheme was convicted in 2016 of 15 counts of trafficking in persons along with other related crimes. The case represents New Zealand's first trafficking conviction.
>
> *Source: The Queen v Faroz Ali and Jafar Kurisi (CRI 2015-092-6886/ NZHC 3077), Case NZL003 in Sherloc Case Law Database (2016).*

The case management database proposed in the Fiji Human Trafficking Strategy and Action Plan aims to coordinate case management efforts and centralise data on trafficking in persons. This will be coordinated by the Ministry of Defence as the chair of the national anti-trafficking task force.

The establishment of a working group on data within the task force led by the Child Services Unit, which is currently operating a database with mandated referrals from multiple agencies, may be an indication of an intent to increase future coordination and collaboration.

Trafficking in persons patterns emerging from the research

With a population of nearly 900,000, Fiji is the most populous of the six countries considered and a regional hub for economic activity. **Fiji's status as an economic hub of the region makes it particularly**

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[86] See Annex 7 of this report for the model database developed and trialed by UNODC alongside the HTU.

at risk of being a regional destination for trafficking in persons despite the fact that only a handful of cases have been brought before the justice system. Since 2010, Fiji has successfully prosecuted four cases[87], of which three of these cases were prosecuted in 2010, 2012 and 2014. In the last few years, the number of detected cases has declined, with only seven cases detected in 2017. [88] Reasons may include inconsistent legislation with international law as well a lack of proactive investigations and formal victim identification procedures for all relevant agencies.

Both domestic and foreign victims, mostly women and girls, are trafficked for sexual exploitation on foreign fishing vessels and in tourism areas. In urban areas, children living on the streets, both boys and girls, are reported to be subjected to sexual exploitation.[89]

Stakeholders in Fiji have observed an increase in the sexual exploitation of children in particular due to factors caused by the COVID-19 pandemic. [90] With more children out of school and involved in street vending and other work due to economic hardship, more situations have been identified as involving elements of trafficking in persons.[91] According to expert key informants, there is an increase in the number of children and youths in commercial sexual exploitation in urban and rural areas and this is also linked to a growing drug problem.[92]

Case from Fiji: Trafficking for sexual exploitation

In 2012, a trafficker met four victims, two of whom were children, in a park in Suva. The victims were forced into sexual exploitation under the control of another man. As the victims appeared to be homeless, the trafficker asked them to work for him instead and offered to accommodate them in his motel room.

The trafficker then kept the child victims at the motel for two to three months, and then later in a flat, where they were sexually exploited by clients whom he arranged. While at first the victims received some money from the trafficker, he later demanded to keep all the money from clients for himself. He also employed another individual to transport the victims to hotels or motels in some instances.

The trafficker was convicted of both slavery and trafficking in children while his accomplice was only charged with the latter. The High Court of Fiji noted that there was "situational coercion" used to control the victims. In other words, because the victims were homeless, they had limited other options for food and shelter.

Source: State v Raikadroka (Cases FJHC 402), Case FJI003 in Sherloc Case Law Database (2014).

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[87] Cases successfully prosecuted include two cases of cross-border trafficking (High Court of Fiji, *State v Murti*, Case No. HACI95.2010, Sentence, 17 November 2010; High Court of Fiji at Suva, *State v Laojindamanee*, Case No. HAC323.2012, Judgement, 13 December 2012) and two cases of domestic trafficking of children (High Court of Fiji, *State v Raikadroka*, Case No. HAC80.2013, Sentence, 9 June 2014; High Court of Fiji, *State v Werelagi*, Case No. HAC425.2018, 2019).
[88] International Organization for Migration and International Labour Organization, *Developing a Joint Roadmap for Fiji as a Pathfinder Country to Achieve SDG Target 8.7: National Strategic Planning Forum, 22-23 August 2019* (Suva, 2019)
[89] *Ibid.*
[90] United Nations Office on Drugs and Crime, *Results of the Fiji National Trafficking in Persons Prevalence Survey* (Vienna, 2023) (forthcoming).
[91] *Ibid.*
[92] F-KII; IO-KII.

Seasonal labour schemes in the fishery, construction and agricultural industries present particular risk factors for Fijians seeking better economic opportunities both at home and oversees. [93] While there is little concrete information on the prevalence of domestic labour trafficking, fieldwork and case law suggests that it is not uncommon. [94] Recent convictions in Australia (trafficking for domestic servitude) [95] and New Zealand (trafficking for forced labour) [96] involving victims from Fiji indicate the increasing risks of cross-border trafficking linked to vulnerability of Fiji nationals and aspirations for better economic opportunities.

Indeed, experts indicate Fiji may be considered a first country of transit or "steppingstone" also for labour migrants looking for better economic opportunities in Australia, New Zealand and the United States and some may fall victim to trafficking in persons while looking for labour migration options. For example, of the 26 cases of suspected trafficking in persons that the Fiji Department of Immigration investigated as of 2019, 22 involved false promises of economic opportunity made to victims of Indian citizenship. [97]

Case from Fiji: Trafficking for forced labour

Seven victims contacted a trafficker in a South Asian country believing that he could arrange employment for them on a farm in New Zealand for a fee of several thousand dollars. The trafficker provided false employment letters from a company in New Zealand and told the victims he arranged flights for them.

Instead, he transported all seven victims to Fiji and instructed them to lie to immigration officers and say that they were there on holiday. It was later ascertained that the trafficker had no intention to arrange employment for the victims in New Zealand nor take them there.

The trafficker was found guilty of trafficking in persons and obtaining property by deception by the High Court of Fiji. This was the first case of trafficking in persons prosecuted in Fiji.

Source: Murti, Case FJI001 in Sherloc Case Law Database (2010).

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[93] International Organization for Migration and International Labour Organization, n. 88.

[94] United Nations Office on Drugs and Crime, n. 90.

[95] Supreme Court of Queensland, *R v Pulini*, CA No 129 of 2019, Judgement, 20 November 2019.

[96] High Court of New Zealand, *The Queen v Faroz Ali and Jafar Kurisi*, CRI 2015-092-6886/ NZHC 3077, Judgement, 15 December 2016.

[97] International Organization for Migration and International Labour Organization, n. 88. See also, *Ibid*.

Palau[98]

Capital city: Melekeok

Population: 18,314

Date of accession to the Trafficking in Persons Protocol: 27 May 2019

KEY RESULTS[99]

On average, between five and ten cases of suspected trafficking in persons each year are recorded in Palau. Most of the cases prosecuted under trafficking legislation in recent years have involved trafficking of foreign victims for forced labour.

Based on a recent Multiple Systems Estimation (MSE) study in Palau, approximately between 503.9 and 1,000 victims of trafficking were in the country over the course of five years from the general population of about 18,000 (about 0.59 per cent of the population).

Legislation

Palau is, as of May 2019, a State Party to the United Nations Convention against Transnational Organized Crime and the Trafficking in Persons Protocol. Palau criminalizes trafficking in persons under its Anti-People Smuggling and Trafficking Act.[100]

National coordination mechanism and principal anti-trafficking actors

The national coordinating agency in Palau is the Anti-Human Trafficking Unit (AHTU), which was established within the Ministry of Justice in 2018.[101] In 2021, the Division of Transnational Crime was established under the Ministry of Justice, and the AHTU became one of the three units under the Division. In January 2022, the Anti-Human Trafficking Working Group was established to coordinate efforts in information sharing, capacity building, and data collection on Trafficking in Persons. The Anti-Human Trafficking Working Group replaced the task force[102] which was previously responsible for the implementation of the National Action Plan.[103]

With assistance from IOM, Palau finalized and adopted Standard Operating Procedures on "Identification and Referral of Victims and Potential Victims: Investigation of Trafficking Cases" in

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[98] The bodies consulted for this DAA were the Anti-Human Trafficking Office of the Ministry of Justice (MOJ), the Criminal Investigations Division, Bureau of Public Safety (BPS), the Transnational Crimes Unit, Criminal Investigations Division, the Bureau of Labour and Immigration, the Palau Chamber of Commerce, the United Nations Joint Presence in Palau and IOM.

[99] The estimated value is 503.9 but the estimation is not precise, as the confidence interval is quite wide. This could be improved if a bigger dataset could be built. MSE was conducted by the UNODC-INEGI Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice in 2022. See Annex 6, Applying Multiple Systems Estimation to Estimate the Prevalence of Trafficking in Persons in Palau.

[100] Palau, National Code of Palau, Crimes, Title 17, Chapter 39 (1995). Relevant provisions include include § 3902 – definitions; § 3906 – offense of people trafficking; § 3907 – offense of trafficking in children; § 3908 – offense of exploiting a trafficked person; § 3909 – consent of trafficked person irrelevant; § 3910 – immunity of trafficked person.

[101] Palau, To Establish an Anti-Human Trafficking Office, Executive Order No. 412 (23 February 2018). The AHTO is now the AHTU under the Division of Transnational Crime.

[102] Members of the task force included the Ministry of Justice (including the Bureau of Public Safety and the Bureau of Labour and Immigration (BLI)), IOM, the Micronesian Legal Services Corporation (MLSC), NGOs and religious institutions.

[103] In October 2017 the Special Presidential Task Force on Human Trafficking was established to recommend and implement a plan of action to move Palau from Tier 2 to Tier 1 HT ranking. The task force comprised of the Attorney General (chair), Director of Bureau of Public Safety (co-chair), Director and one senior officer from Bureau of Labor and Immigration, one senior officer from Bureau of Public Safety and a senior representative from the OEK.

February 2023. A second National Action Plan that covers a period of three years (2022-2025) was also developed in January 2023 and was also updated and adopted during the same day as the SOP. The structure of the SOP is based on the concept of the 4P Framework - Prevention, Protection, Prosecution, Partnership.

In Palau, suspected cases of trafficking in persons are referred to the AHTU from a range of actors – including, but not limited to, police, labour inspectors, immigration officers and legal service providers – who may come into first contact with potential trafficking victims. For example, in the course of its work overseeing migrant labour, the Office of Labour Compliance within the Ministry of Human Resources, Tourism, Culture and Development may also encounter potential trafficking cases. The Office of Labour Compliance[104] screens these cases for indicators of trafficking, and where sufficient trafficking indicators are present, refers the case to AHTU for investigation. In addition to referrals, individuals who may have information and may be concerned about potential trafficking situations may contact the AHTU directly at their office, through email, hotline, or even on Social Media.

The Division of Criminal Investigations (DCI) within the Bureau of Public Safety was responsible for the country's anti-trafficking response prior to the establishment of the AHTU. In the event DCI receives reports of potential trafficking cases, the cases are then forwarded to AHTU for further investigation. Furthermore, the Office of the Special Prosecutor (OSP) also conducts investigations and prosecutions of trafficking offenses and records information on victims and offenders in these cases when there is an involvement of government officials.

Data collection bodies

Since the majority of potential trafficking cases are referred to the AHTU, it is the only body involved in the process of recording and storing data once a case has passed the initial trafficking screening that may have been undertaken by other actors, as detailed above.

Records are initiated by the AHTU officer who receives a complaint from the sources described above, including physical contact at the agency's office, the trafficking hotline or from referrals. The officer creates a manual record in the form of an entry in a logbook. With this information, AHTU undertakes a detailed screening of the case against indicators of trafficking in persons as defined under Palauan law. All cases that initiated an investigation are then entered into a database by a dedicated AHTU official who has been trained in data entry. Each case is identified by a unique case number.Additional bodies, such as the SPO, NGOs and legal services providers, such as the Micronesian Legal Services Corporation (MLSC), collect their own data in the course of their work on legal cases.

Data available

The key indicators for both victims and offenders are covered in the data collated by AHTU including sex, age, form of exploitation and citizenship. In addition, there is information regarding the employers of the potential victims, as well as the nature of the complaint (in cases of self-reporting). The AHTU also records meta-data about case, including the date it was registered, the status of the case in the criminal justice system and the name of the investigating officer.

NGOs and legal services providers may have data regarding victims assisted. For example, the database maintained by the MLSC has information on the victims of trafficking assisted by the agency,

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[104] Previously known as the Bureau of Labour and Immigration. It oversees the Citizenship Act which regulates the recruitment and employment of non-resident workers.

including the key indicators of sex, age, form of exploitation and citizenship, as well as additional information on the date the case was recorded and the services provided by the agency.[105]

Key gaps, challenges and recommendations

There is a need for research and data in areas where there is a higher risk for trafficking in persons for sexual exploitation and forced labour involving local citizens, including in the fishing sector.[106]

The existence of a coordinating body, the AHTO, with a clearly understood national function and sufficient staff and resources is a considerable asset not only for data collection, but also for the broader national response to trafficking in persons in Palau. To fulfill this role, the AHTO should have adequate and sustainable human and financial resources.

Trafficking in persons patterns emerging from the research

Palau is located in the western Pacific and has a population of 20,000, with 70 per cent of its population living on Koror Island, the commercial hub of Palau.

According to experts interviewed for this report, **trafficking in persons in Palau appears to be more cross-border in nature due to a greater number of migrant workers** in comparison to the other Pacific Island countries considered in this report.[107]

> ### Case from Palau: Trafficking for sexual exploitation
>
> The traffickers, two men and two women, operated a restaurant in Palau, promising women from East Asia to work as waitresses. Upon arrival, the traffickers took their passports and told them explicitly that they were required to have sex with restaurant patrons.
>
> A system of salary deductions was implemented by the traffickers for "offences" such as gaining weight, eating more than once a day and refusing to sleep with a customer. After the victims' rescue, the traffickers continued to threaten and intimidate them.
>
> All four traffickers were convicted of trafficking in persons. It was discovered at trial that one of those convicted was herself a former victim.
>
> *Source: Lolita Pamintuan at al. v Republic of Palau, Case PLWx001 in Sherloc Case Law Database (2008).*

In terms of flows, prior to the closure of borders due to the COVID-19 pandemic, victims appeared to be trafficked primarily **from the Philippines and secondarily from Bangladesh, Nepal and the People's Republic of China**.[108] Women may be trafficked for the purpose of forced labour **in domestic work** and for **sexual exploitation** in massage parlours and karaoke bars.[109] **Men are reported to have been trafficked for forced labour in the agricultural, fishing, service and construction industries**. The business owners in Palau who are involved with trafficking do so via a recruitment agency in a foreign country or by using their own business as a front. Often, a business partnerships are arranged that

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[105] The MLSC in Palau contributed to the trafficking in persons prevalence study by collating and submitting a victims list for the multiple systems estimation (MSE). In August 2022, MLSC Palau compiled a report of individual clients who sought services between 2018 and 2021 whose cases and conditions showed evidence and/or indications of elements of trafficking in persons. The number of potential victims was significantly higher than those reported by national authorities as MLSC notes that many of their clients chose not to report to authorities on their situations.

[106] P-KII; IO-KII

[107] The proportion of migrant workers in terms of the local labour force is the largest in Palau. See International Labour Organization, *Labour Mobility in Pacific Island Countries* (Suva, 2019). Also IO-KIIand P-KII..

[108] P-KII.

[109] See for example, Supreme Court of the Republic of Palau, *The Republic of Palau v. Benjamin Iskawa, Yanxiang "Alice" Zu, Congying Liu, and Changhong Sun*, No. 20-096, Judgement, 2 March 2021.

involve one foreign business partner handling recruitment of foreign workers while the other partner, a citizen of Palau, officially owns and operates the business inside the country.[110] Recruitment agencies also may engage in forms of debt bondage, holding recruited labourers in debt for their services over long periods of time or even indefinitely.[111]

One expert indicated that low-skilled workers from the Philippines, both men and women, are particularly vulnerable to being trafficked to Palau due to labour regulations. **The workers sign a contract** in the Philippines with a recruitment agency **promising a wage amount required to legally leave the country**.[112] Then, **when they arrive in Palau, some workers are forced to sign a new, significantly different contract** with a much lower wage and worse conditions. Examples have included domestic workers from the Philippines who must work twice as much and are paid a little over half of what was promised in the original contract and women who are recruited as waitresses who are then sexually exploited in massage parlours, karaoke bars and other venues.[113]

Domestic trafficking appears to be less commonly observed, but not non-existent. Instances reported have mostly included girls trafficked to the main island of Koror or the second largest state of Airai for the purpose of sexual exploitation.[114]

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[110] P-KIIUnder Palau law, certain businesses are required to be owned by citizens of Palau, thus necessitating the Palauan business partner to be the official owner in legal registration documents.
[111] P-KII
[112] P-KII. Note that the Philippine Overseas Employment Administration (POEA) requires that citizens of the Philippines who leave the country to work must have their labour contract validated in order to obtain an exit certification. Certification requires a certain minimum wage be set forth in the contract. See, Philippine Overseas Employment Administration (POEA), "Laws, Rules and Regulations on Overseas Employment" (2016), available at https://www.dmw.gov.ph/archives/laws&rules/laws&rules.html.
[113] Supreme Court of the Republic of Palau, n. 107.
[114] P-KII.

Republic of the Marshall Islands (RMI)[115]

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Capital city: Majuro

Population: 60,000

Accession to the Trafficking in Persons Protocol: *Has not acceded*

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KEY RESULTS

While very few cases of trafficking in persons are recorded in the RMI each year, stakeholders reported some concerns regarding possible trafficking in connection with irregular adoptions within and outside of the country, as well as situations of sexual exploitation in proximity to foreign fishing vessels, some of which may amount to trafficking in persons.

There is no information about the prevalence of trafficking in persons in the country.

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Legislation

The RMI is, as of January 2021, a State Party to the United Nations Convention against Transnational Organized Crime, but not to the supplemental UN Trafficking in Persons Protocol.

The Prohibition of Trafficking in Persons Act of 2017 in the RMI defines and criminalizes trafficking in persons broadly in line with the UN Trafficking in Persons Protocol provisions.[116]

National coordination mechanism and principal anti-trafficking actors

The RMI does not have a dedicated anti-trafficking coordinating body. The Office of the Attorney General (OAG) is officially tasked with spearheading the country's anti-trafficking efforts and leads the National Taskforce on Human Trafficking (NTHT). [117] There is no formalized referral system for information regarding potential trafficking cases to the OAG.

The RMI has a National Action Plan on combating trafficking in persons. At the time of publication, the Plan was being reviewed by national stakeholders.

Data collection bodies

The RMI has no centralized data collection nor database on trafficking in persons. The OAG is the focal point for available data on trafficking in persons.

Different agencies, including the Police Department, the Division of Labour and the Division of Immigration, may have sporadic case information but this is not systematically collected or collated, nor screened against trafficking in persons indicators. Additionally, IOM collects data on victims who are referred for assistance by government departments. Records of trafficking cases are secured and information shared with national partners.

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[115] The bodies consulted for this DAA were the OAG, the Division of Immigration; Ministry of Justice, Immigration and Labour, the Division of Labour; Ministry of Justice, Immigration and Labour, the Marshall Islands Police Department (Police Commissioner), the Economic Policy, Planning and Statistics Office; Office of the President, IOM and the NGO, Women United Together Marshall Islands.
[116] The RMI, The Prohibition of Trafficking in Persons Act (2017).
[117] Other members of the NTHT include the Department of Public Safety, Marshall Islands Police Dept (MIPD), the Immigration and Labour Divisions, the Ministry of Health and Human Services (MOHHS), civil society groups such as Women United Together Marshall Islands (WUTMI) and IOM.

Key gaps, challenges and recommendations

While the OAG has a coordinating role in the country's anti-trafficking efforts, at the time interviews were conducted for this report, several stakeholders were unclear whether this role also included collection or storage of trafficking data. Some stakeholders either failed to mention the role of the OAG or indicated another institution as the lead body for coordination and/or data collection.

There is a need for capacity support to the OAG and to relevant agencies to build the investigative and prosecutorial capacity on trafficking in persons and to increase the number of trafficking cases addressed, and consequently, the data being generated.

Participants of the data availability assessment noted that there are significant gaps in information on trafficking in persons with little or no systematic reporting and available data is scattered among service providers.[118] More research and data collection is required to assess the risks of trafficking of migrant workers, trafficking for forced labour and into the fisheries sector and to ascertain the scope of trafficking for sexual exploitation.

Case from the RMI: Trafficking for sexual exploitation

The trafficker promised housekeeping and shopkeeper jobs in the RMI to two East Asian women. Once they arrived, the trafficker forced them into sexual exploitation in a hotel under threats of deportation. The trafficker then took most of the profits.

Alongside the elements of trafficking in persons for sexual exploitation present, the trafficker was found guilty of promoting prostitution.

Source: Republic of the Marshall Islands v. Chen Xiaojiao, aka Mary Chen, Case MHL001 in Sherloc Case Law Database (2011).

Trafficking in persons patterns emerging from the research

The RMI is located in the central Pacific Ocean with a population of less than 60,000. It is a highly urbanized country with 75 per cent of its population residing in two urban centres: the capital, Majuro and the second largest city, Ebeye.

Information regarding trafficking in persons in the RMI is more limited.

An expert interviewed for this report noted that there have been instances of **trafficking of pregnant Marshallese women to the United States for the purpose of selling their newborn babies**.[119] For example, in one case in the United States, an American citizen operated a lucrative trafficking scheme for the purpose of illegal adoption in which he and a female Marshallese associate used his adoption law firm as a front. The women were told that they had no right to change their mind regarding adoption and were kept in poor conditions until they gave birth.[120]

It was also noted in interviews for this report that much like in other Pacific Island countries, Marshallese citizens are also vulnerable to being trafficked to the United States for forced labour in low skilled jobs in isolated areas.[121]

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[118] RMI-DAA-04.
[119] IO-KII
[120] United States District Court for the Western District of Arkansas, *United States of America v. Paul Petersen and Maki Takehisa*, Case No. 5:19-CR-50079-001-002, Indictment, 4 October 2019.
[121] IO-KII.

SOLOMON ISLANDS[122]

Capital city: Honiara

Population: 704,000

Accession to the Trafficking in Persons Protocol: *Has not acceded*

KEY RESULTS[123]

The country has a few suspected cases of trafficking in persons each year. In the last four years, the country has detected between five and 15 victims per year. All detected victims have been local girls who were trafficked for sexual exploitation.

There is no information about the prevalence of trafficking in persons in the country.

Legislation

Solomon Islands is yet to accede to the United Convention against Transnational Organized Crime.[124]

Solomon Islands' legislation against trafficking in persons is contained in two instruments: The Immigration Act of 2012 [125] and the Penal Code. [126] Taken together, the legislation defines and criminalizes trafficking in persons broadly in line with the provisions of the UN Trafficking in Persons Protocol.

National coordination mechanism and principal anti-trafficking actors

The Anti-Human Trafficking Advisory Committee (AHTAC) brings together the main stakeholders in the Solomon Islands' anti-trafficking efforts. [127] The AHTAC [128] is chaired by the Assistant Commissioner of Police and has been part of the process to develop the new National Action Plan to Combat Trafficking in Persons and Smuggling in the Solomon Islands, 2020-2025.[129]

The Immigration Division under the Ministry of Commerce, Industry, Labour and Immigration plays a lead role in coordinating efforts to combat trafficking in persons and investigating trafficking cases in collaboration with the Royal Solomon Island Police Force and the Office of the Director of Public Prosecutions. The Division has an Enforcement and Human Trafficking Unit which investigates suspected cases of trafficking in persons and smuggling of migrants and has the legal authority to inspect foreign companies operating in the Solomon Islands. The Unit also carries out joint border operations, surveillance and monitoring with its partners.

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[122] The bodies consulted for the DAA were Immigration Division (including the Border Enforcement Unit), Ministry of Commerce, Industry, Labour and Immigration, Public Solicitor's Office, Office of the Police Commissioner, Division for Women, Ministry of Women, Youth, Children and Family Affairs, Save the Children Solomon Islands, Family Support Centre and IOM.

[123] According to information provided by the Immigration Division in response to the questionnaire for the *Global Report on Trafficking in Persons.*

[124] The country is currently preparing for ratification. At the time of interviews conducted for this study, there were national consultations ongoing for the ratification of UNTOC and supplementary Protocols, including the UN Trafficking in Persons Protocol with technical support of IOM.

[125] Solomon Islands, The Immigration Act (2012).

[126] Solomon Islands, Penal Code – Amendment, Sexual Offences, No. 3 of 2016 (2016).

[127] In May 2016, the Anti-Human Trafficking Advisory Committee (AHTAC) was formed, replacing the Trafficking in Persons Advisory Committee (TIPAC) which was established in 2012. AHTAC became a Cabinet-mandated body in 2016.

[128] Members of the AHTAC include the Immigration Division and Border Enforcement Unit, Labour Department, Public Solicitor's Office, Division for Women, Ministry of Women, Youth, Children and Family Affairs, Save the Children Solomon Islands, Family Support Centre and IOM.

[129] The 2015-2020 National Action Plan to Combat Trafficking in Persons and Smuggling resulted in the establishment of AHTAC, trainings of law enforcement and strengthening of trafficking related legislation.

Services for trafficking victims may be provided by the Public Solicitor's Office (legal aid), IOM (shelter, meals, medical and repatriation assistance) and other members of the AHTAC.

Data collection bodies

Solomon Islands has no centralized data collection nor body with an explicit mandate to carry out data collection on trafficking in persons. Currently, the different entities that take part in the AHTAC undertake some data collection, though it is unknown to what extent. For example, the Immigration Division's Enforcement and Human Trafficking Unit records and stores information on its investigations. Additionally, the Royal Solomon Island Police Force and the Office of the Director of Public Prosecutions collects and stores data regarding trafficking cases investigated and prosecuted in the court system.

Other actors who are members of AHTAC, such as the Family Support Centre and Ministry of Women through the SAFENET referral network, manage databases on gender-based violence, which may include data potentially related to trafficking in persons.[130]

Data available

Existing trafficking in persons data are scattered across different agencies and not uniformly recorded. However, the Immigration Division has provided data to UNODC via the *Global Report on Trafficking in Persons* questionnaire, including data on the number of trafficking cases, number and profiles of persons prosecuted and convicted for trafficking in persons and the number of victims by sex, age group, citizenship and form of exploitation. The Immigration Division also collects information to develop offender profiles. The data from the Division is also shared with IOM, which has a database regarding victims detected in the country. [131]

Key gaps, challenges and recommendations

It appears that the different pieces of legislation that criminalize trafficking in persons in Solomon Islands have given rise to a *de facto* division of labour regarding investigation of possible trafficking cases, in which the Immigration Division handles cross-border cases while the Police investigate domestic cases. Yet, there is an understanding in Solomon Islands that the lack of a defined, centralized system of data collection is a distinct issue. In interviews conducted for this report, the Immigration Division acknowledged the lack of a central database as a key challenge in the country's efforts to tackle trafficking in persons.

Experts interviewed for this report identified the need for training on collecting evidence and preparing trafficking cases for prosecution under the trafficking in persons provisions of the Penal Code and Immigration Act, as potential trafficking cases were prosecuted as other offences.[132] In addition, there is a need for more services for trafficking victims and capacity building of service providers.

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[130] AHTAC stakeholders, including the Police Force, Labour Division, Ministry of Foreign Affairs and External Trade (UN Desk), Office of the Director of Public Prosecutions, Public Solicitor's Office, Division of Immigration, IOM, Social Welfare Department, Family Support Centre, Save the Children, World Vision UNICEF, Ministry of Women, Youth, Children and Family Affairs, SAFENET and Law Reform, assist anti-trafficking efforts by providing relevant information to prosecute potential offenders and assisting to provide referral pathways to support or reintegrate victims of trafficking in persons. Note that at the time of the interviews, cases of sex trafficking and labour trafficking in the logging camps had been identified by agencies as an issue requiring further investigation.
[131] At the time of the interviews, the IOM was conducting research on human trafficking in the fishing industry in the Solomon Islands.
[132] SI-DAA-05.

Trafficking in persons patterns emerging from the research

Solomon Islands, an archipelago in the southwest Pacific Ocean, is the third largest country in the Pacific in both size and population. The majority of Solomon Islands' population of 721,455 live in rural areas, with significant rising population growth in Honiara, the capital.[133]

Very little comprehensive information is known about the characteristics of trafficking in persons in Solomon Islands. In the last four years, the country has detected between 5 and 15 victims per year, all local girls who were trafficked for sexual exploitation.[134]

The UN Human Rights Council noted in 2021 that a significant amount of trafficking in Solomon Islands surrounds and involves resource extraction. [135] Similarly, IOM has observed that many communities in Solomon Islands experience increased risk and vulnerability to trafficking due to their proximity to loosely regulated extractive industries, such as logging, fishing and mining.[136] Exploitation in these industries may involve the forced labour of both foreign and Solomon Islander adults, but also may include the domestic sexual exploitation of children in these settings. Expert key informants also indicated that some children were also in forced marriages in logging camps.[137] In studies based on surveys conducted in Solomon Islands, NGOs have observed that children, particularly girls, are sexually exploited in exchange for money or fish, particularly near foreign logging camps and on foreign and local commercial fishing vessels.[138]

> ### Case from Solomon Islands: Scamming foreign workers
>
> A foreign worker was promised a lucrative position in a growing company in Solomon Islands. In order to accept the position, the recruiters informed him that he would need to invest money in the company.
>
> In order to do so, he sold his properties and took out a loan, moving to the Solomon Islands.
>
> After he arrived, he "invested" the money in the company. A few days later, he found that the "recruiters" had left the country and taken his money with them, leaving him stranded in the Solomon Islands.
>
> *Source : Immigration Division, Solomon Islands.*

The ILO, in a recent study highlighted the vulnerabilities of children trafficked into sexual exploitation and child labour in urban areas. The study interviewed children in commercial sexual exploitation and working in the urban informal sector and found that the majority of these children had dropped out of school or had never received formal education. Poverty and abuse were identified as particular vulnerabilities.[139]

According to expert key informants, there is very little information on trafficking for forced labour in the country. However, in recent years, potential trafficking cases linked to obtaining financial gain through deception of foreign workers have been identified.[140] Although migrant workers could be

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[133] Solomon Islands, National Statistics Office, Ministry of Finance and Treasury, *2019 National Population and Housing Census Project: Census Release 1* (Honiara, 2020).

[134] According to information provided by the Immigration Department in response to the questionnaire for the Global Report on Trafficking in Persons, 2022

[135] United Nations, A/HRC/48/13/Add.1 (2021).

[136] International Organization for Migration, "Partners to Combat Human Trafficking and Gender-Based Violence in Solomon Islands", press release, 16 September 2022, available at: https://www.iom.int/news/iom-partners-combat-human-trafficking-and-gender-based-violence-solomon-islands.

[137] SI-DAA-05.

[138] Save the Children, *Sexual Exploitation of Children by Traveling Workers in the Solomon Islands* (Honiara, 2015). Save the Children conducted baseline assessments in 500 households of children at risk of exploitation where logging and fishing industries are active in 2014. See also American Bar Association Rule of Law Initiative, *Human Trafficking in the Solomon Islands: Knowledge, Attitudes, and Perceptions Report* (Chicago, 2014). The survey was carried out in 2013 and consisted of interviews with 406 Solomon Islanders.

[139] International Labour Organization, *Rapid Assessment of children in child labour in Honiara, Solomon Islands* (Suva, 2017).

[140] SI-DAA-05.

victims of trafficking, the social mistrust of locals may prevent them from assisting victims and reporting cases to the authorities, and more awareness and sensitizing people to the issue of trafficking in persons is needed.[141]

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[141] *Ibid.*

Tonga[142]

	KEY RESULTS
Capital city: Nuku'alofa **Population: 107,000** **Date of accession to the Trafficking in Persons Protocol:** *Has not acceded*	The country has had one prosecuted trafficking case, in 2011, which involved foreign victims trafficked for sexual exploitation. There is no information about the prevalence of trafficking in persons in the country.

Legislation

As of January 2021, Tonga is a State Party to the United Nations Convention against Transnational Organized Crime. The country has not ratified the UN Trafficking in Persons Protocol.

Tonga has legislation on trafficking, contained in the Counter Terrorism and Transnational Organised Crime Act.[143] In addition, domestic laws relevant to trafficking in persons, are primary contained the Constitution which prohibits slavery and the Criminal Offences Act.

National coordination mechanism and principal anti-trafficking actors

In October 2021, representatives from participating agencies formed an anti-trafficking task force in the form of a technical working group under the Ministry of Police, which currently coordinates Tonga's anti-trafficking efforts.[144] This multi-agency group now operates as the technical working group of the Migration for Sustainable Development Policy for trafficking under the Ministry of Foreign Affairs – Tonga Immigration. The work of the technical working group is supported by IOM. It has drafted a five-year national action plan and standard operating procedures on trafficking in persons.

The Tonga Police has a principal role in detecting, investigating and preventing trafficking in persons. In March 2023, the Commissioner of Police issued official instructions to officers detailing a uniform, streamlined process of investigations of suspected trafficking in persons.[145] Officers use a set of screening questions where trafficking in persons is suspected, and where appropriate, refer cases to the Serious Organised and Transnational Crime Unit (SOTCU) and Intelligence Unit of the Tonga Police. Once a case is referred to the SOTCU, an assigned officer refers the victim(s) to the Tonga Police Victim Support Office within the Domestic Violence Unit. In cases of trafficking for the purpose of sexual exploitation, victims may be additionally referred to social services providers, such as the Women and Children Crisis Centre (WCCC) and the Tonga Centre for Women and Children.

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[142] The bodies consulted for the DAA were the Immigration Division, Ministry of Foreign Affairs, the Attorney General, the Department of Serious Crimes (DSC), Ministry of Police and Fire Services (MPFS), the Transnational Crimes Unit, DSC, MPFS, the Labour Division, Ministry of Trade and Economic Development, the Customs Division, Ministry of Revenue and Customs, the Ministry of Justice (Chief Executive Officer and Deputy Secretary), the Women's Division, Ministry for Internal Affairs and IOM.

[143] Tonga, The Counter Terrorism and Transnational Organised Crime Act, Part 8 (2016). Relevant paragraphs include: § 68 covering the offence of trafficking in persons; § 69 covering the offense of trafficking in children; § 71 covering consent of trafficked persons; § 72 covering fraudulent travel documents for people or child trafficking, and; § 73 covering protection of trafficked persons.

[144] T-KII; IO-KII. At the time of conducting field work and interviews, Tonga did not have a national coordinating body, nor an informal coordination mechanism, for trafficking in persons. Following a UNODC capacity building workshop, authorities formed the task force.

[145] Tonga, Office of the Commissioner of Police, *Commissioner's Instructions 2/2023* (Nuku'alofa, 2023).

If further investigation is required, the SOTCU liaises with members of the taskforce. The official investigation process of the Tonga Police also includes mandatory cooperation with the Immigration Division of the Ministry of Foreign Affairs, Tonga Customs, Ministry of Trade and Economic Development, Ministry of Fisheries, NGOs and local businesses.[146]

In terms of prevention, the Tonga Police is also responsible for undertaking community awareness campaigns and workshops through its Crime Prevention Unit. In addition, the Ministry of Foreign Affairs alongside the Ministry of Police, in partnership with IOM, have organized trainings on trafficking in persons vulnerabilities and responses for law enforcement, frontline workers and NGOs.

Data collection bodies

There is no established database nor other forms of data recording specific to trafficking in persons in Tonga. Some government databases may contain relevant information, such as the Ministry of Police and the Labour Division's ongoing data collection on cases of child labour, some of which may amount to trafficking in persons. However, there is no systematic screening of these cases against trafficking indicators.

The last recorded prosecution for trafficking in persons in Tonga occurred over a decade ago[147] with no visible efforts on the part of law enforcement to collect data on trafficking in persons. Yet, based on interviews conducted for this report, there is a perception that some NGOs in Tonga may have relevant information on possible cases.

Case from Tonga: Trafficking for sexual exploitation

In 2009, two East Asian women were promised jobs as waitresses in Tonga in a bar/restaurant. The trafficker, an East Asian woman, told the two women that they would receive higher salaries and a better life. She paid their visa fees and travel expenses to fly to Tonga.

Upon arrival, the trafficker took the victims' passports and held them in a flat in Halaleva. She informed them that they would have to work as prostitutes with the vast majority of earnings given to her.

The trafficker forced the victims to serve clients daily either at the flat or at a location the trafficker transported them to. If the victims refused to work, the trafficker would physically assault them, beating them with a broom and slapping them on the face. On one occasion, an associate of the offender stabbed one of the victims in her palm. Further, the offender told the victims that she had connections with the police and threatened to kill them if they attempted to seek help or escape.

The trafficker was found guilty of trafficking in persons. The case is the only formally prosecuted case of trafficking in persons in Tonga to date.

Source: Lirong, Case TON001 in Sherloc Case Law Database (2011).

Key gaps, challenges and recommendations

Data collection and anti-trafficking capacity in Tonga is limited. The capacity to detect victims remains particularly low, thus minimizing authorities' understanding of the prevalence, dynamics and characteristics of trafficking in persons in Tonga and prevent the crime. National authorities would benefit from training on the detection, investigation, and prosecution of offenders of trafficking, technical support to review anti-trafficking legislation and education and awareness programmes to understand trafficking and assist with prevention, detection and reporting.

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[146] *Ibid.*
[147] Supreme Court, Nuku'alofa, *R v Lirong Liu*, CR 117/10, Sentence, 26 April 2011.

Trafficking in persons patterns emerging from the research

Tonga is located in the southern Pacific and is spread across 171 islands. Predominantly rural, it consists of five administrative divisions, although 75 per cent of Tonga's population of 106,000 live on the main island of Tongatapu, where the capital is located.

Reports of trafficking in persons are limited in Tonga, and as of the publication of this report, **only one case of trafficking in persons has been prosecuted**. The majority of suspected cases of trafficking observed by law enforcement involve foreign victims from East Asia and the Pacific.[148]

Government officials have received **complaints from migrant workers reporting potential situations of trafficking** in domestic work, agricultural labour and in restaurants and bars.[149] Migrants have reported being promised one job, but upon arrival, find the job to entail a lower wage and less favourable conditions.[150]

TRAFFICKING IN PERSONS PREVALENCE STUDIES

Statistics on trafficking in persons are vital to the development evidence-based responses and the identification of achievements and gaps in anti-trafficking efforts.[151] National authorities collect data on trafficking in persons in various ways and to differing extents globally, resulting in fluctuations over time that may or may not reflect an actual change in trafficking prevalence, as rather, they mirror the capacity to respond.[152]

As a result, international organizations and researchers have sought better methods to estimate the prevalence of trafficking in persons, as there is no solid estimate of undetected victims globally. One of these methods is conducting surveys applying the Network Scale-Up Method (NSUM), while a non-survey method is the Multiple Systems Estimation (MSE).[153]

Network Scale-Up Method (NSUM)

Surveys applying the Network Scale-Up Method (NSUM) rely on the assumption that people's social networks are, on average, representative of the general population. Further, NSUM relies on the assumption that these networks can be useful to measure the size of complex social phenomena when information is properly collected, aggregated and adjusted.[154] The NSUM has been tested and used as a viable way to estimate the prevalence of trafficking in persons. Most recently, UNODC supported national authorities to conduct a NSUM study to estimate the prevalence of trafficking in persons in Fiji.[155]

Regarding its use in estimating the prevalence of trafficking in persons, the method asks individual respondents in a nationally representative survey about the experiences and behaviors of their

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[148] T-KII.
[149] T-KII.
[150] *Ibid.*
[151] Ieke De Vries and Corrinne Dettmeijer-Vermeulen, "Extremely wanted: human trafficking statistics- what to do with the hodgepodge of numbers?" in *Forum on Crime and Society, Special Issue: Researching Hidden Populations: Approaches to and Methodologies for Generating Data on Trafficking in Persons*, vol. 8, Kristiina Kangaspunta, ed. (United Nations Office on Drugs and Crime, Vienna, 2015).
[152] United Nations Office on Drugs and Crime, Monitoring Human Trafficking Prevalence through Multiple Systems Estimation: A United Nations manual for policymakers, practitioners and researchers engaging with sustainable development goal 16.2 (Vienna, 2022).
[153] See Kelle Barrick and Rebecca Pfeffer, "Advances in Measurement: A Scoping Review of Prior Human Trafficking Prevalence Studies and Recommendations for Future Research", Journal of Human Trafficking Research, published online (2021).
[154] H. Russell Bernard, et.al. (1989). "Estimating the Size of an Average Personal Network and of an Event Subpopulation" in The Small World, Manfred Kochen (Ablex, New Jersey, United States, 1989).
[155] See Annex 5 of this report. Full results and methodology will be published in a forthcoming report.

acquaintances related to different forms of possible trafficking victimization. Each respondent's personal network of acquaintances contributed to the sample.

For example, to estimate the number of victims trafficked for the purpose of sexual exploitation, respondents would answer a series of questions to determine how many people they know who have experiences that meet the definition of trafficking for sexual exploitation, as well as questions about how many people they know who have particular known characteristics.[156] Network prevalence rates are then averaged across respondents and scaled up to produce population-level estimates trafficking for the purpose of sexual exploitation.[157]

> **Basis behind the NSUM[158]**
>
> The average prevalence of the subpopulation across a sample of networks of individuals from the general population will reflect the distribution, or overall prevalence, of that subpopulation in that society:
>
> $$\frac{m}{c} = \frac{e}{t}$$
>
> where:
>
> m = number of people in a subgroup that the respondent knows
>
> c = social network size of the survey respondent
>
> e = population size of the subgroup
>
> t = general population size

However, there are some limitations to the use of the NSUM. First, trafficking in persons is a hidden crime, making it so that members of the sample population may have differing probabilities of knowing a victim in the hidden population.[159] Second, measurement errors may exist due to the respondents' difficulty in recalling characteristics or recalling rumours or hearsay.[160]

NSUM Study in Fiji

Between 2020 and 2021, UNODC supported the Fiji Bureau of Statistics (FBoS) to conduct the first Fiji National Trafficking in Persons Prevalence Survey (FNTPPS). This survey trialed the use of the NSUM for measuring trafficking prevalence in Fiji.

The FNTPPS was conducted using a survey tool regarding trafficking in persons that combined questions to estimate the size of the respondent's network and questions asked about the number of individuals of interest, as well as their experiences and behaviours – in this case probable trafficking victims – who were in the personal network of each respondent.

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[156] Elyssa Schroeder, et. al., "A Review of Prevalence Estimation Methods for Human Trafficking Populations", Public Health Reports, vol. 137.
[157] *Ibid.*
[158] Janie F. Shelton, "Proposed Utilization of the Network Scale-Up Method to Estimate the Prevalence of Trafficked Persons", in Forum on Crime and Society, Special Issue: Researching Hidden Populations: Approaches to and Methodologies for Generating Data on Trafficking in Persons, vol. 8, Kristiina Kangaspunta, ed. (United Nations Office on Drugs and Crime, Vienna, 2015).
[159] Elyssa Schroeder, n. 152.
[160] Kelle Barrick and Rebecca Pfeffer, "Advances in Measurement: A Scoping Review of Prior Human Trafficking Prevalence Studies and Recommendations for Future Research", Journal of Human Trafficking Research, published online (2021).

The FNTPPS survey tool included 11 indicators of trafficking in persons. The weights for each indicator were determined based on the knowledge of common patterns in trafficking in persons cases and with reference to literature on prevalence estimates in other settings. Qualitative values (weak, medium, strong) were reviewed before a numerical value was assigned. The threshold value for trafficking was set at 100.[161] The second step consisted of assessing which responses had to be included in the calculation of victims of trafficking in persons. It was necessary to determine which of the responses meet or exceed the threshold value of 100.

- A total of 1,476 households in urban and rural areas participated in the survey. Of the sample, a total of 165 respondents knew people who were potential victims of trafficking in persons. That is, they reached and exceeded the threshold value of 100 using the trafficking Indicator Weighting Scheme. In addition, 140 respondents who participated in the survey were themselves identified as potential trafficking victims. In both instances, potential victims experienced a combined range of indicators, for example:They received less pay that what they were promised

- They were working longer hours

- They were being pressured to do something they were not comfortable with doing

- They were doing work that was different from what they had been promised

- They were threatened with violence to themselves or family to perform certain tasks, work longer hours or carry out different tasks

- They were physically harmed by the employer, supervisor, manager or co-worker

- They were threatened with not getting paid or getting paid less than agreed to get them to work longer or carry out different tasks

- They were threatened with being reported to the police, or authorities

- They had their passports and documents taken away

- They were prevented from communicating freely with family and others, even outside working hours.

The NSUM was applied to these 165 respondents to estimate the respondent´s personal network or grade, using the formula:

$\hat{c}_i = \frac{\Sigma_j m_{ij}}{\Sigma_j e_j} * t$, where m_{ij} is the number of people that the respondent i knows from the subpopulation j, e_j is the real size of the subpopulation j and t is the total size of the population. The total known population size used in the calculation was 884,887 taken from the 2017 Census.[162]

To estimate the number of people in the target population, i.e., potential victims of trafficking, for the 165 respondents' data, the following calculation was applied:

$\hat{e}_h = \frac{\Sigma_i m_{ih}}{\Sigma_i \hat{c}_i} * t$, where m_{ih} is the number of people that the respondent *i* knows from the target population *h*, $\hat{c}_i$ is the grade of the respondent *i* and *t* is the total size of the population.

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[161] See Annex 5 for the indicator weights.
[162] The prevalence rate estimations were also calculated using the projected population figure for 2021 of 889,953 – this yielded the same results.

As a result, the number of people experiencing trafficking in persons over the course of the last five years is estimated to be 0.60, equating to about 5,200 victims in Fiji over a period of five years.[163] The standard error was estimated at 0.07.[164] The prevalence survey found hidden victims of domestic and international trafficking, trafficked mainly for forced labour, but also for sexual exploitation in Fiji.

Multiple Systems Estimation (MSE)

Over the past decade, UNODC has explored the viability and use of the Multiple Systems Estimation (MSE) method to estimate the prevalence of trafficking in persons in individual countries.[165] To date, UNODC, in partnership with national authorities, social services providers and NGOs, has conducted MSE studies in six countries: the Netherlands (twice), [166] Ireland, [167] Serbia, [168] Romania [169] and particularly relevant to this report, Palau.[170]

MSE is based on an adaptation of the "Capture-Recapture" procedure used by marine biologists to estimate populations of fish in a body of water.[171] Marine biologists first capture a number of fish, tag them and release them again into the same body of water. Later, the biologists capture fish from the same body of water and see how many of the new batch contained tags from the first capture. For example, if ten fish were caught in the first capture and two fish from the second capture contained tags, it could be calculated that one in five had been caught. Under the assumption that the other fish in the body of water had around the same chance to be captured, it could be concluded that there were approximately 50 fish in the body of water, of which ten were tagged and 40 were not.[172]

The same principles are applied to using MSE in terms of estimating the prevalence of trafficking in persons. The hidden population of trafficking victims is estimated by analyzing the overlap between three or more administrative lists (e.g., police, immigration, labour authorities; legal, medical, psychosocial providers) to which members of the population appear. By modelling the distribution of

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[163] Estimates were also calculated separately for the Sample of 1,000 households, and Areas of Interest (AOI) of 476 households. The prevalence rate for the Sample group was estimated at 0.59%, equating to 5,196 potential victims of trafficking in Fiji. The prevalence rate for the AOI was estimated at 0.61% equating to 5,412 potential victims of trafficking in Fiji. The prevalence estimate was produced based on the number of people who the respondents knew personally, and other covariates such as age and gender could not be estimated using NSUM.

[164] It should be noted that the survey was conducted from January to April 2021, at a time when many individuals, families and communities were feeling the social, economic, and psychological impacts of COVID-19, particularly through the loss of livelihoods, job losses or changes in working conditions, and mandated lockdowns and movement restrictions. This had an impact on responses from household respondents in the industries related to accommodation and food services, wholesale, retail and vehicle repair, construction, transportation and storage, agriculture, fisheries and forestry and other service activities. These were also industries that were negatively impacted by COVID 19 and a series of natural disasters over the past five years.

[165] United Nations Office on Drugs and Crime, *Research Brief: Multiple Systems Estimation for estimating the number of victims of human trafficking across the world* (Based on a paper written by Jan van Dijk and Peter G. M. van der Heijden for UNODC) (Vienna, 2016).

[166] United Nations Office on Drugs and Crime and the National Rapporteur on Trafficking in Human Beings and Sexual Violence against Children of the Netherlands, *Monitoring Target 16.2 of the United Nations Sustainable Development Goals: A multiple systems estimation of the numbers of presumed human trafficking victims in the Netherlands in 2010-2015 by year, age, gender, form of exploitation and nationality* (Vienna, 2018).

[167] United Nations Office on Drugs and Crime and the Department of Justice and Equality of Ireland, *Monitoring Target 16.2 of the United Nations Sustainable Development Goals: multiple systems estimation of the numbers of presumed victims of trafficking in persons: Ireland* (Vienna, 2018).

[168] United Nations Office on Drugs and Crime and the Center for Human Trafficking Victims Protection, *Monitoring Target 16.2 of the United Nations Sustainable Development Goals: multiple systems estimation of the numbers of presumed victims of trafficking in persons: Serbia* (Vienna, 2018).

[169] United Nations Office on Drugs and Crime, *Monitoring Target 16.2 of the United Nations Sustainable Development Goals: multiple systems estimation of the numbers of presumed victims of trafficking in persons: Romania* (Vienna, 2018).

[170] See Annex 6 of this report.

[171] Ian B.J. Goudie and M. Goudie, "Who captures the marks for the Petersen estimator", *Journal of the Royal Statistical Society*, vol. 170, no. 3 (2007).

[172] United Nations Office on Drugs and Crime, *Monitoring human trafficking prevalence through multiple system estimation (Vienna,* 2022).

the recorded victims over these lists, an estimate can be made of those victims who do not appear on any of the lists provided.[173]

How MSE works by assessing lists of victims[174]
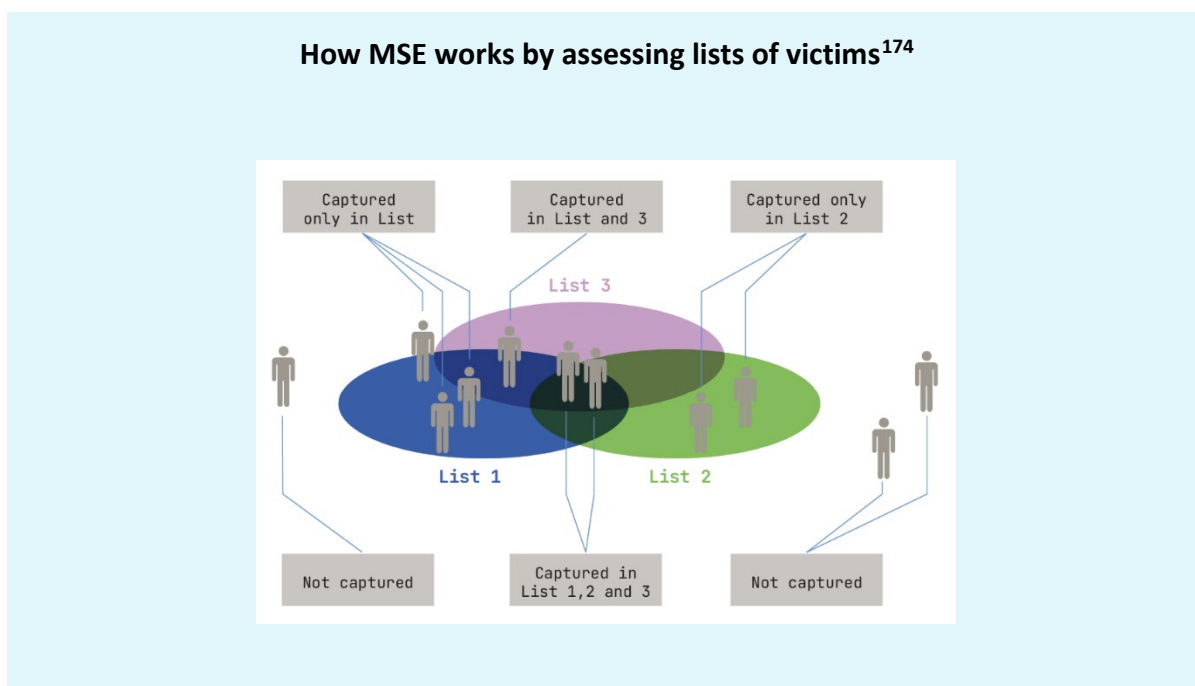
There are certain limitations to the use of MSE in trafficking in persons research. First, the nature of trafficking in persons as a clandestine and hidden crime results in the fact that some categories of victims may never have been recorded. Second, lists of victims must be sufficient in both number and information available in order for them to be used in a MSE study. Third, for data to be used, it must meet four fundamental criteria:[175]

- The data must relate to persons belonging to a closed population;
- Each person must be uniquely identifiable in order to be matched across lists;
- Each person must have the same chance to be included on the lists;
- When only two lists are used, placement of a person on one of the lists must be statistically independent from placement on the other.

MSE Study in Palau

In 2022, the UNODC-INEGI Center of Excellence in Statistical Information on Government, Crime, Victimization and Justice conducted a MSE study to estimate the prevalence of trafficking in persons in Palau.[176] Palau became the first country in the region to prepare and submit three data sets of trafficking victims to apply the MSE method.

Following consultations with representatives from the national anti-trafficking committee, including the Department of Justice, Anti-Human Trafficking Office (AHTO) and Anti-Human Trafficking Unit (AHTU), Criminal Investigations Department (CID), Micronesian Legal Services Corporation (MLSC) and IOM, three pre-existing datasets were submitted and used to calculate the prevalence using MSE:

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[173] *Ibid.*
[174] United Nations Office on Drugs and Crime, n. 168.
[175] *Ibid.*
[176] See Annex 6 of this report for the entire MSE study calculations.

1. AHTU: 25 victims
2. Special Prosecutors Office narrative from which a list was developed: 4 victims
3. MLSC: 165 victims

Using these lists, the prevalence rate of trafficking in persons was calculated to be 0.59 or approximately between 503.9 and 1,000 hidden victims in Palau over a period of five years, from the general population of about 18,000. On the base of this calculation, it can be derived that about one victim is detected for every 3 to 5 trafficked. However, the confidence interval calculated is quite wide (308.9 to 1,433.3) given the limited dataset available and *this estimate for Palau is still very weak*. With more support provided to Palau national authorities to continue to strengthen their administrative records, an improved prevalence estimate could be calculated with larger and more complete lists.

Despite the limitations of implementing the MSE in Palau and the lack of a robust estimate, analysis of the lists identified that cross-border trafficking of foreign labourers to Palau, mainly from Bangladesh and the Philippines was the most common form of trafficking from 2018-2021. During this period, other victims trafficked into labour exploitation in Palau were from the People's Republic of China, India and Nepal. The majority of victims were between the ages of 30-39 years (over 40%) and 20-29 years of age (over 28%).

Estimating potential victims in other Pacific Island countries

Further prevalence studies are needed in the other Pacific Island countries considered in this study. However, by using the finding resulting for both studies of a rate of experience of severe forms of trafficking in forced labour over the course of five years to be around 0.6 percent of the whole population, and more, if less severe trafficking would be added, a hypothetical estimate of prevalence may be suggested. Considering the population of the six countries together account for about two million people, and assuming all countries are characterized by similar conditions to Fiji or Palau, it is possible to provide a rough estimate of about 12,000 people experiencing severe forms of trafficking over the course of five years, or roughly 2,400 victims per year for the six countries considered.[177] It should be noticed, the estimate of the entire victims population could be higher if less severe forms of trafficking or all forms of exploitation would be considered in the prevalence rates emerging from the studies conducted in Fiji.

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[177] These rough estimates of potential victims are based on the assumption that conditions in the countries are similar to Fiji and Palau to apply the prevalence rate to the FSM, the RMI, Solomon Islands and Tonga. These estimates should not be relied upon, and further prevalence studies are required in these countries.

RECOMMENDATIONS FOR IMPROVING CAPACITIES TO COLLECT, ANALYSE AND SHARE DATA ON TRAFFICKING IN PERSONS IN THE PACIFIC ISLANDS

Statistics on the prevalence, dynamics and characteristics of trafficking in persons are crucial to national, regional and global anti-trafficking responses. Reliable and comprehensive data is used to raise awareness of the crime, assist governments, international organizations and NGOs to develop evidence-based responses and to monitor progress with their implementation.[178]

The activities of the project *Strengthening human trafficking data collection systems to estimate and monitor the number of victims of trafficking in persons*[179] provided a general understanding of the progress made to improve data collection in the FSM, Fiji, the RMI, Palau, Solomon Islands and Tonga. The primary result of these findings is that the countries of this study, as well as others in the Pacific, require further technical assistance to increase their capacities for establishing sustainable and comprehensive systems designed to collect, analyze and share data regarding trafficking in persons.

As a starting point, all six countries are encouraged to collect data on key indicators of trafficking victims and offenders, create protocols and a database for this purpose and regularly contribute to the biennial data collection for the *Global Report on Trafficking in Persons* and related SDG reporting obligations. At the national level, countries should consider establishing a periodical reporting mechanism for national trafficking statistics and analysis, for example, through a national trafficking report. Countries should also be supported to establish national trafficking in persons databases using standard indicators for collection and contribute to the development of a Pacific regional trafficking in persons database. Finally, the following country specific recommendations can be highly instrumental for upgrading the quality and availability of data on trafficking in persons in the Pacific Islands.

Country specific recommendations for the Pacific Islands

FSM	**Ensure that the new national Anti-Human Trafficking Division is mandated and resourced to lead and manage the country's collection of data on trafficking in persons.**
	Consider conducting a study to focus on trafficking risks related to the commercial fishing sector, which may be undertaken in conjunction with broader research to estimate the overall prevalence of trafficking in the country.
Fiji	Support the development of a centralized database and build the capacity of national authorities to collect data, analyze and share information on trends, patterns and flows of trafficking in persons.
	Establish a trafficking in persons data committee and consider instituting a data sharing protocol for relevant agencies to share data on potential cases of trafficking in persons.

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[178] Ieke De Vries and Corrinne Dettmeijer-Vermeulen, n. 147.
[179] This project was funded by the United States Department of State, Office to Monitor and Combat Trafficking in Persons.

	Support further research studies on trafficking in persons in commercial fishing and other sectors at risk.
Palau	Consider conducting a study to focus on vulnerabilities and possible trafficking of Palauan citizens, which may be undertaken in conjunction with broader research of trafficking in the country.
	Maintain the dedicated capacity of the AHTO by providing stable funding and securing the presence of the specialized investigators in the Office.
	Provide support to national authorities to produce more comprehensive victims list to submit for a second MSE prevalence study.
The RMI	Strengthen the national coordinating role on trafficking in persons by including a mandate to collect data.
	Consider instituting a formal reporting obligation for relevant agencies to share data on potential cases of trafficking in persons with the national coordinating body.
	Consider conducting a study to focus on vulnerabilities to trafficking in the country, which may be undertaken in conjunction with broader research to estimate the overall prevalence of trafficking in RMI.
Solomon Islands	Consider conducting a study to focus on trafficking risks related to economic sectors such as mining, logging and commercial fishing, which may be undertaken in conjunction with broader research to estimate the overall prevalence of trafficking in the country.
	Build the capacity of national authorities to collect, analyze and share information on trends, patterns and flows of trafficking in persons.
Tonga	Establish a national coordinating mechanism on trafficking in persons and include an explicit mandate on data collection.
	Consider instituting a formal reporting obligation for relevant agencies to share data on potential cases of trafficking in persons with the body designated as the national coordinator.
	Legal review to identify legislation gaps and alignment to international Protocol and standard
	Education and awareness programs for officials and public to increase awareness and reporting of cases with trafficking elements to relevant authorities.
	Consider conducting research to understand the trafficking situation in the country.

ANNEX 1: DATA AVAILABILITY ASSESSMENT GUIDANCE

Enhancing data on trafficking in persons in the Pacific
Guidance for data availability assessments

Data availability assessments will be carried out in all six project countries (Fiji, the FSM, Palau, the RMI, Solomon Islands and Tonga) to determine:

1. What data on trafficking in persons are already available through which institution, particularly related to core indicators on victims and victimization?

2. What data are not readily available but could possibly be made available with some support?

3. Which data on trafficking in persons are not available and better suited to other types of data collection, such as qualitative?

4. Which data on trafficking in persons can be submitted for multiple systems estimation and victim case analysis?

The results of the data availability assessments will guide the project's activities to support and enhance the data on trafficking victimization in the countries concerned.

Guiding questions:

1) Name of institution/organization:
2) Name of respondent and job title:
3) Contact details (for any follow-up questions):
4) Date:
5) **Briefly explain the role of your organization in addressing the issue of trafficking in persons. Does your organization have a formal (government) mandate to collect data on trafficking in persons? Please specify the mandate. Is your organization part of a national anti-trafficking committee, task force, or similar?**
6) **Is your organization involved in collecting data on trafficking in persons (particularly on victims)?** - Is there a special department/ unit in your organisation tasked with this? If so, is this entity resourced properly (staff, skills)?
7) **Which type of data on trafficking in persons is collected by your organization (operationally sourced data, reports by the public, interviews with victims, secondary source data etc)?** List the main indicators covered by your organization, particularly on victims? (age, gender, form of exploitation, citizenship, recruitment method, etc.)
8) **How is the data on trafficking in persons collected and recorded by your organization?** - Who collects the data? - What is used to collect the data? - How is the data recorded (is there a unique identifier such as an index number, case number, code, etc.)?

- Is there a standard guide, procedures manual, etc. used by your organization to collect, analyse and record data on trafficking in persons?

9) **What definitions or laws guide the organization when collecting data on trafficking in persons?**

10) **What happens to the data after it has been collected? Describe the flow process from data collection to dissemination.**
    - How is the data first recorded? (i.e., manual/ electronic/ audio)
    - Is the data converted from manual to electronic record?
    - What types of reports are produced and disseminated from the data analysis? Does your organization produce an annual summary report or similar? If so, which entity produces it and what is it used for? (Who is it shared with?)
    - Which entity stores the data?
    - What data are shared and how?
    - What is the procedure to access the data?

11) **Is there a leading organization/ institution in your country that collects data on trafficking in persons?**
    - Name of the institution.
    - What type of victim data do they collect?
    - Does your organization provide data to this entity? For which victim indicators?

12) **Are there other agencies who share their data on trafficking in persons with your organisation?**
    - List these agencies and the types of data they share with your organisation.
    - How often do they share the data?
    - Do they impose conditions for sharing the data?
    - Are you aware of other data being collected by other agencies which you do not have access to?

13) **What type of data on trafficking in persons are not available in your country?**
    - Where are the information and data gaps?
    - What are the limitations to collecting this data?
    - What can be done to fill this data gap?

14) **Have you received training or technical assistance on collection, analysis and reporting of trafficking in persons data?**
    - Type of training received and the agency who conducted the training.
    - What specific training or technical assistance do you think would improve the collection, analysis and reporting of trafficking in persons data?

ANNEX 2: PARTICIPANTS OF DATA AVAILABILITY ASSESSMENTS

<table>
<tr><td rowspan="6">The FSM

FSM-DAA-01</td><td colspan="4"><i>Federal Level</i></td></tr>
<tr><td colspan="4">AHTD, the Department of Justice
National OAG</td></tr>
<tr><td colspan="4"><i>International Organizations</i></td></tr>
<tr><td colspan="4">IOM Micronesia</td></tr>
<tr><td><i>Chuuk State</i></td><td><i>Kosrae State</i></td><td><i>Pohnpei State</i></td><td><i>Yap State</i></td></tr>
<tr><td>OAG (State)

AHTSD</td><td>OAG (State)

MLSC</td><td>OAG (State)

AHTSD

MLSC

The Family Domestic Violence Unit</td><td>OAG (State)</td></tr>
<tr><td rowspan="6">Fiji

F-DAA-02</td><td colspan="4">HTU, Fiji Police Force
Department of Immigration
Ministry of Employment, Productivity and Industrial Relations
Ministry of Women, Children and Poverty Alleviation
Fiji Commerce and Employers Federation
Homes of Hope
Medical Services Pacific</td></tr>
<tr><td colspan="4"><i>International Organizations</i></td></tr>
<tr><td colspan="4">ILO
IOM</td></tr>
<tr><td colspan="4"><i>Non-Fijian Entities</i></td></tr>
<tr><td colspan="4">Embassy of the United States in Fiji</td></tr>
<tr><td rowspan="4">Palau

P-DAA-03</td><td colspan="4">AHTU, Ministry of Justice
Division of Criminal Investigations, Bureau of Public Safety, Ministry of Justice
Division of Transnational Crimes, Ministry of Justice
Bureau of Labour and Immigration (now Office of Labour Compliance)
Palau Chamber of Commerce</td></tr>
<tr><td colspan="4"><i>International Organizations</i></td></tr>
<tr><td colspan="4">United Nations Joint Presence in Palau
IOM</td></tr>
<tr><td rowspan="4">The RMI

RMI-DAA-04</td><td colspan="4">OAG
Division of Labour
Division of Immigration
Department of Public Safety
Economic Policy, Planning and Statistics Office
Women United Together Marshall Islands</td></tr>
<tr><td colspan="4"><i>International Organizations</i></td></tr>
<tr><td colspan="4">IOM</td></tr>
</table>

Solomon Islands SI-DAA-05	Immigration Division, Ministry of Commerce, Industry, Labour and Immigration Public Solicitor's Office Ministry of Women, Youth, Children and Family Affairs Save the Children Solomon Islands Solomon Islands Royal Police Force Family Support Centre
	International Organizations
	IOM
Tonga T-DAA-06	Ministry of Justice Division of Immigration Division of Labour Department of Serious Crimes, Ministry of Police and Fire Services Customs Division, Ministry of Revenue and Customs
Regional R-DAA-07	 Pacific Community (Data for Development Section) Pacific Immigration Directors Secretariat

ANNEX 3: KEY INFORMANT INTERVIEW GUIDE

Qualitative data collection on trafficking in persons prevalence
Interview tool for key informant interviews

The United Nations Office on Drugs and Crime (UNODC) is collecting first-hand knowledge from a range of experts who deal with trafficking in persons through a semi-structured interview method, like a guided conversation with set broad themes.

The length of the interview depends on the knowledge and experiences of the interviewee. The tool is **not** meant for use as a questionnaire but rather as guidance to ensure that the key information is elicited from all respondents.

Moreover, the interviews are perception-based, aimed at tapping the respondents' expertise as having been involved in a number of trafficking cases, and not aimed at obtaining detailed information about specific individual cases.

Respondent information will be collected for internal purposes only but will remain confidential and not shared publicly, i.e., name of respondent, location. Also, issues raised will not be pinpointed to individual persons or agencies.

Date of interview:

Location:

Time:

Name of respondent:

Background information about respondent:	
1. Sex	
2. Employer and position	
3. Does your organization or department directly work with human trafficking issues in your country?	
4. Description of the work the organization does and human trafficking programmes/ services or relevant work	
5. Years of experience with trafficking in persons issues	
6. Knowledge about existing data collection exercises on trafficking in your country	
RESEARCH THEMES	
Theme 1: Domestic trafficking *Answering the question:* **How big is the domestic trafficking problem in respondent's country (as far as possible, focusing on numbers of known victims and cases)?**	
1. Domestic trafficking is the recruitment, transfer, transport or harboring or receipt of people for exploitation within your country's borders. This may be for labour exploitation, sexual exploitation, organ removal, etc. It involves someone benefitting in cash or kind by organizing the sale or trade of others. From your experience, what have you noticed about the situation of	

domestic trafficking in your country? *Explore trafficking flows- where from and where to and for what purpose, and who are involved and the roles they play?*

→ Is the situation getting better or worse?

→ Where do victims come from?

→ How were they recruited?

→ Where are they exploited (is there movement involved)?

→ Are there 'hot spots' of trafficking activity?

2. In general, who are the victims of domestic trafficking in your country? (Examine push and pull factors/ risks and vulnerabilities)

→ Gender:

→ Age:

→ Ethnicity/cultural background:

→ Place of residence (capital, town, rural, main island, remote island, etc.):

3. What is the purpose of trafficking/form of exploitation among different groups?

→ Women are usually domestically trafficked for…

→ Men are usually domestically trafficked for…

→ Girls are usually domestically trafficked for…

→ Boys are usually domestically trafficked for…

→ Main sectors and/or geographic locations where trafficking for forced labour occurs:

Theme 2: Cross-border trafficking

Answering the question: **How big is the country's cross-border trafficking problem (as far as possible, focusing on numbers of known victims and cases)**

1. Cross-border or international trafficking is the recruitment, transfer, transport or harboring or receipt of people for exploitation across a country's borders (overseas). This may be for labour exploitation, sexual exploitation, organ removal etc. it involves someone benefitting in cash or kind by organizing the sale or trade of others. From your experience, what have you noticed about the situation of cross-border trafficking in your country? Explore trafficking flows- where from and where to and for what purpose, and who are involved and the roles they play?

→ Is the situation getting better or worse?

→ Where do the victims come from?

→ How did they travel to the country?

→ How were they recruited?

→ Where in the country are they exploited?

→ Are there 'hot spots' of trafficking activity?

2. In general, who are the victims of cross-border trafficking in the country? (Examine push and pull factors/ risks and vulnerabilities)

→ Victims by citizenship:

→ Victims by gender:

→ Victims by age:

→ Victims by ethnicity/cultural background (if relevant)

→ Any known links to the country?

3. Are there trends/ patterns related to forms of exploitation?

→ Are people from certain citizenships trafficked for certain purposes?

→ What about sex and age profiles? Try to get specific information (example: 'young men from Bangladesh are exploited in illegal logging…')

→ What are the sectors or activities most affected by or vulnerable to cross-border trafficking in the country?

Theme 3: Hidden victims

Answering the question: **How many hidden victims (victims that do not come to the attention of national authorities, victim assistance providers, etc.) are there likely to be in the country?**

1. Where are the authorities and/or service providers not looking diligently enough for trafficking victims in the country?

→ Do some geographic areas need more scrutiny?

→ Are trafficking risks in some economic sectors or types of business or productive establishments overlooked?

→ Are some travel patterns or routes more prone to being used for trafficking?

2. What are the key characteristics of hidden victims in the country?

→ Are they local residents or foreigners?

→ What are their sex and age profiles?

→ Are there any patterns to their recruitment (do they have a particular geographic origin, do they use labour recruitment agents, are particular crime groups involved, did they use certain webpages/sites…)?

Theme 4: Offenders and offending patterns

Answering the questions: **What are the profiles of traffickers in the country? How do they recruit and exploit their victims?**

1. Who are the human traffickers in the country?

→ Are they males or females?

→ Are they local citizens or foreigners?

→ Do they work mostly alone or as part of a group?

→ For groups, are there clear gender and/or nationality differences in their roles/responsibilities?

→ Are there clear links between the traffickers' and victims' profiles (i.e., with the same citizenship, origins in the same community, from the same extended family)

2. Where and how do traffickers recruit the victims?
   → Do the traffickers target certain communities or locations with their recruitment?
   → Do they carry out the recruitment themselves or through others?
   → How do they try to attract potential victims?
   → Are former trafficking victims involved in recruitment activities?

3. How do they manage exploitative activities?
   → Do they manage their own establishments within which the victims are exploited, or do they work under the cover of other, existing establishments?
   → Are they personally involved in the day-to-day management, or have staff?
   → Are there marked differences in the management of exploitation between different forms of exploitation?

Theme 5: Anti-trafficking capacity and gaps
Answering the question: **Is your country sufficiently equipped to identify trafficking victims?**

1. Capacity of official (government) institutions
   → Is there sufficient capacity to identify victims of trafficking?
   → Are current efforts to investigate and prosecute trafficking enough?
   → Do victims receive sufficient government support (i.e., legal support, shelter, temporary residence, medical assistance, including if it is provided by others on the government's behalf) when identified as victims?
   → What are the gaps and recommendations?
   → Did you participate in the TIP training on data in Sept? How has the training helped you? Have you shared any information about the training with others? What else have you done since then?
   → Regarding the setting up of a TIP database using the model template sent by UNODC. How are you finding the database? What are the opportunities? What are the challenges? What is needed to put this in place?

2. Role and capacity of non-governmental entities
   → Are non-government actors sufficiently involved in anti-trafficking work, particularly by providing necessary support to the government's identification efforts?

ANNEX 4: COUNTRY KEY INFORMANTS

Identifier	Country	Type	Participant
FSM-KII	The FSM	Legal Services	Micronesian Legal Services Corporation (MLSC)
	The FSM	Government	Department of Justice
F-KII	Fiji	Law Enforcement	Fiji Police Force
	Fiji	Government	Department of Immigration
	Fiji	Government	Ministry of Employment, Productivity & Industrial Relations
	Fiji	Government	Ministry of Women, Children and Poverty Alleviation
	Fiji	NGO; Shelter	Homes of Hope
	Fiji	NGO	Empower Fiji
	Fiji	NGO	The Salvation Army
	Fiji	NGO	The Arya Samaj
	Fiji	NGO	Council of Social Services
	Fiji	NGO	Catholic Women's League
	Fiji	NGO	Fiji Disabled Federation
P-KII	Palau	Law Enforcement	AHTU
	Palau	Law Enforcement	Division of Criminal Investigations
	Palau	Legal Services	MLSC
T-KII	Tonga	Government	Division of Labour
	Tonga	Law Enforcement	Ministry of Police
IO-KII	N/A	International Organization	ILO
	N/A	International Organization	IOM

ANNEX 5: NSUM QUESTIONS AND TRAFFICKING INDICATORS IN FIJI PREVALENCE STUDY

NSUM questions used

Do you know any teachers who have been teaching in Fiji schools? Using the definition of someone whom you know personally, how many people you know personally who: (a) are primary school teachers who have been teaching in Fiji schools in the last twelve months? (b) are secondary school teachers who have been teaching in Fiji in the last twelve months?
Do you know anyone who works in hospitals or health centres or medical clinics in Fiji? Using the definition of someone whom you know personally, how many people you know personally who: (a) are nurses working in Fiji in the last twelve months? (b) are doctors working in Fiji in the last twelve months?
Do you know anyone in Fiji who is a member of the disciplined forces (Army or Police)? Using the definition of someone whom you know personally, how many people you know personally who: (a) are regular soldiers (permanent staff) of the RFMF in the last twelve months? (b) are officers/ staff of the Fiji Police Force in the last twelve months?
Do you know anyone in Fiji who drives a public service vehicle? Using the definition of someone whom you know personally, how many people you know personally who: (a) are taxi drivers in Fiji in the last twelve months? (b) are bus drivers in Fiji in the last twelve months?
Do you know any school-age children in Fiji? Using the definition of someone whom you know personally, how many children you know personally who: (a) are primary school students attending primary school in Fiji in the last twelve months? (b) are secondary school students attending secondary school in Fiji in the last twelve months?

Trafficking in persons indicator weights used

Indicators	Numerical value
1) You received less pay than you were promised	20
2) The type of work was different than what you were promised	20
3) The working hours were longer than you were promised	20

4) You felt pressured to do something you didn't want to do or felt uncomfortable doing	30
5) You were threatened with violence to yourself or your family to perform certain tasks, work longer hours or accept less pay	50
6) You were physically harmed by your employer, manager, supervisor or co-worker while at work	50
7) You were threatened with not getting paid or getting paid less than agreed to get you to work longer or carry out different tasks	20
8) You were threatened with being reported to the police (immigration authorities if respondent is foreign worker) or arrested if you didn't do as you were told at work	50
9) Your identification papers such as passport or visa was taken away or withheld by your employer	50
10) You were prevented or restricted from communicating freely with your family, including making or receiving phone calls to/from them even outside working hours	30
11) You were prevented or restricted from communicating freely with others outside the workplace, even outside working hours	30

ANNEX 6: APPLYING MULTIPLE SYSTEMS ESTIMATION (MSE) TO ESTIMATE THE PREVALENCE OF TRAFFICKING IN PERSONS IN PALAU

In the context of the project to strengthen the national capacity to measure and monitor trafficking in persons in the Pacific Island countries, UNODC explored the possibility of applying the method of Multiple Systems Estimation (MSE) to produce an estimate of trafficking in persons in Palau.

The *UNODC Manual on Monitoring Human Trafficking through Multiple Systems Estimation (2022)* highlights that effective policies to address trafficking in persons start with solid and timely knowledge on prevalence and trends. However, official statistics may be limited as these are usually based on registered cases and most of these remain undetected by authorities.

The most robust methodologies to estimate the prevalence of trafficking in persons are population surveys. Yet, due to its costs and operational challenges, these are not always easily applied in many countries.

A more cost-effective method entails the triangulation of administrative records of criminal justice institutions as well as other organizations that support victims of trafficking and the application of a statistical model to estimate the hidden number of victims. This document describes the process and the results of applying the MSE methodology in Palau using three pre-existing data sets provided by national institutions to UNODC staff.

Data analysis

The following three lists were used:

→ Anti-Human Trafficking Unit (24 victims)
→ Special Prosecutors Office narrative 2b from which a list was developed- 2a (4 victims)
→ Micronesian Legal Services Commission (MLSC) (165 victims).

These lists have the following characteristics:

	List 1	List 2	List 3
Number of victims	24	4	165
Identification number	AHT20-002	CR 20-120- Victim 1	MLSC Key # (example: 8658)
Age	9 with N/A	Format: 30s, 40s, 50s	No data
Sex	M/F	M/F	M/F and M(T)
Birthday (Day, Month, Year)	9 with N/A	No data	No comments
Country of origin	Philippines / Bangladesh / People's Republic of China	Philippines / Palauan / People's Republic of China	Bangladesh / India / Nepal / Palau / Philippines /

	List 1	List 2	List 3
Type of exploitation (specify if more than one)	No comments	No comments	No comments
Recorded years	2018,2019,2020	2020,2021	2018,2019,2020,2021
Record date	Month and year	Month and year	Month/ day/year.
Comments	Includes some information on cases/ offenders from the AHTO TIP database	-	-

Due to the characteristics of the lists, UNODC staff, in particular the staff from the UNODC INEGI Center of Excellence was not able to find unique identifiers that could be used to compare the three lists. On a different note, the number of observations in each list was completely different, with one of them with a small number of observations.

Data preparation

The process to prepare the data entailed the following steps:

1. Selection of fields
2. Creation of a new identifier with representative fields: COUNTRY+SEX+BIRTHDAY
3. IDs that weren´t unique were discarded.
4. To standardize ages, there was a consistency check by reviewing the mismatches between year of birth and the age of the victims registered in each list. Five age groups were created: 20-29 years, 30-39 years, 40-49 years, 50-59 years and 60-69 years.
5. List 1, List 2 and List 3 were integrated to find matches.
6. Build match table and save to csv file for use in R.

Data set to use

The matching table looks as follows[180]:

List1	List2	List3	Sex	Country	Age	Freq
0	0	0	1	1	1	0
1	0	0	1	1	1	3
0	0	1	1	1	1	12
1	0	1	1	1	1	1
0	1	0	1	1	1	0
1	1	0	1	1	1	0
0	1	1	1	1	1	0
1	1	1	1	1	1	0
0	0	0	1	2	1	0

---

[180] The complete table has 560 rows with all the combinations between the fields.

1	0	0	1	2	1	0
0	0	1	1	2	1	3
1	0	1	1	2	1	0
0	1	0	1	2	1	0
1	1	0	1	2	1	0
0	1	1	1	2	1	0
1	1	1	1	2	1	0
0	0	0	1	3	1	0
1	0	0	1	3	1	0
0	0	1	1	3	1	1
1	0	1	1	3	1	0
0	1	0	1	3	1	0
1	1	0	1	3	1	0
0	1	1	1	3	1	0
1	1	1	1	3	1	0
0	0	0	1	4	1	0
1	0	0	1	4	1	0
0	0	1	1	4	1	0
1	0	1	1	4	1	0
0	1	0	1	4	1	0
1	1	0	1	4	1	0
0	1	1	1	4	1	0
1	1	1	1	4	1	0
0	0	0	1	5	1	0
1	0	0	1	5	1	0
0	0	1	1	5	1	7
1	0	1	1	5	1	0
0	1	0	1	5	1	0
1	1	0	1	5	1	0
0	1	1	1	5	1	0
1	1	1	1	5	1	0

R code

This code was based on MSE course [2].

```
# Carga del archivo con la tabla de coincidencias.
> d=read.csv("coincidencia_L1L2L3_SEX_DBH_AGE.csv")
```

```
#Creation of the data subset
> L1L2L3 <-subset(d,select=c(Lista1,Lista2,Lista3,Sex,Country,Age,Freq),subset=!(Lista1==0&Lista2==0&Lista3==0))
```

```
#Converting the data to a data frame
> d_L1L2L3<-as.data.frame(xtabs(Freq~Lista1+Lista2+Lista3+Sex+Country+Age, data=L1L2L3))
```

```
#Matching table
> d_L1L2L3
   Lista1 Lista2 Lista3 Sex Country Age Freq
1     0      0      0   1     1    1   0
2     1      0      0   1     1    1   3
3     0      1      0   1     1    1   0
4     1      1      0   1     1    1   0
5     0      0      1   1     1    1   12
6     1      0      1   1     1    1   1
7     0      1      1   1     1    1   0
8     1      1      1   1     1    1   0
9     0      0      0   2     1    1   0
10    1      0      0   2     1    1   0
11    0      1      0   2     1    1   0
12    1      1      0   2     1    1   0
13    0      0      1   2     1    1   0
14    1      0      1   2     1    1   0
15    0      1      1   2     1    1   0
16    1      1      1   2     1    1   0
17    0      0      0   1     2    1   0
18    1      0      0   1     2    1   0
19    0      1      0   1     2    1   0
20    1      1      0   1     2    1   0
21    0      0      1   1     2    1   3
22    1      0      1   1     2    1   0
23    0      1      1   1     2    1   0
24    1      1      1   1     2    1   0
25    0      0      0   2     2    1   0
26    1      0      0   2     2    1   0
27    0      1      0   2     2    1   0
28    1      1      0   2     2    1   0
29    0      0      1   2     2    1   0
30    1      0      1   2     2    1   0
31    0      1      1   2     2    1   0
32    1      1      1   2     2    1   0
33    0      0      0   1     3    1   0
34    1      0      0   1     3    1   0
35    0      1      0   1     3    1   0
36    1      1      0   1     3    1   0
37    0      0      1   1     3    1   1
38    1      0      1   1     3    1   0
39    0      1      1   1     3    1   0
40    1      1      1   1     3    1   0
[ reached 'max' / getOption("max.print") -- omitted 520 rows ]
```

```
#Fitting linear model
> d_L1L2L3.main<-glm(Freq~.,family=poisson,data=d_L1L2L3,subset=!(Lista1==0&Lista2==0&Lista3==0))
```

```
#Choose a model by AIC in a Stepwise algorithm
> d_L1L2L3.step<-step(d_L1L2L3.main,scope=~(Lista1+Lista2+Lista3)*Sex*Country)
```

Start: AIC=314.9

Freq ~ Lista1 + Lista2 + Lista3 + Sex + Country + Age

```
            Df Deviance   AIC
+ Sex:Country    6   104.47 243.52
+ Lista3:Country 6   171.08 310.13
+ Lista2:Sex     1   181.76 310.81
+ Lista1:Country 6   173.44 312.48
- Sex            1   188.32 313.37
+ Lista2:Country 6   174.57 313.62
<none>               187.85 314.90
+ Lista1:Sex     1   186.52 315.57
+ Lista3:Sex     1   187.72 316.77
- Lista3         1   192.47 317.52
+ Lista2:Age     4   184.40 319.45
+ Lista1:Age     4   185.14 320.19
+ Lista3:Age     4   186.54 321.59
+ Sex:Age        4   186.57 321.62
+ Country:Age   24   152.80 327.85
- Age            4   289.12 408.17
- Lista1         1   380.00 505.05
- Lista2         1   445.36 570.41
- Country        6   535.56 650.61


Step:  AIC=243.52
Freq ~ Lista1 + Lista2 + Lista3 + Sex + Country + Age + Sex:Country


            Df Deviance   AIC
+ Lista3:Country 6    87.70 238.75
+ Lista2:Sex     1    98.38 239.43
+ Lista1:Country 6    90.06 241.11
+ Lista2:Country 6    91.19 242.24
<none>               104.47 243.52
+ Lista1:Sex     1   103.14 244.19
+ Lista3:Sex     1   104.34 245.39
- Lista3         1   109.09 246.14
+ Lista2:Age     4   101.02 248.07
+ Lista1:Age     4   101.76 248.81
+ Lista3:Age     4   103.16 250.21
+ Sex:Age        4   103.19 250.24
+ Country:Age   24    69.42 256.47
```

- Sex:Country   6   187.85 314.90

- Age   4   205.75 336.79

- Lista1   1   296.62 433.67

- Lista2   1   361.98 499.03

Step: AIC=238.75

Freq ~ Lista1 + Lista2 + Lista3 + Sex + Country + Age + Sex:Country +

   Lista3:Country

	Df	Deviance	AIC
+ Lista2:Sex	1	77.95	231.00
+ Lista3:Sex	1	79.92	232.97
<none>		87.70	238.75
+ Lista1:Country	6	76.73	239.78
+ Lista1:Sex	1	87.70	240.75
+ Lista2:Country	6	77.95	241.00
+ Lista2:Age	4	84.26	243.30
- Lista3:Country	6	104.47	243.52
+ Lista1:Age	4	85.00	244.05
+ Lista3:Age	4	86.39	245.44
+ Sex:Age	4	86.43	245.47
+ Country:Age	24	52.65	251.70
- Sex:Country	6	171.08	310.13
- Age	4	188.98	332.03
- Lista1	1	279.86	428.91
- Lista2	1	345.22	494.26

Step: AIC=231

Freq ~ Lista1 + Lista2 + Lista3 + Sex + Country + Age + Sex:Country +

   Lista3:Country + Lista2:Sex

	Df	Deviance	AIC
+ Lista3:Sex	1	72.413	227.46
<none>		77.952	231.00
+ Lista1:Sex	1	77.034	232.08
+ Lista1:Country	6	68.811	233.86
+ Lista2:Age	4	74.505	235.55
+ Lista1:Age	4	75.247	236.30
+ Lista2:Country	6	71.834	236.88

```
+ Lista3:Age      4  76.643 237.69

+ Sex:Age        4  76.675 237.72

- Lista2:Sex     1  87.703 238.75

- Lista3:Country 6  98.385 239.43

+ Country:Age   24  42.902 243.95

- Sex:Country    6 164.998 306.05

- Age           4 179.228 324.28

- Lista1        1 273.521 424.57


Step:  AIC=227.46

Freq ~ Lista1 + Lista2 + Lista3 + Sex + Country + Age + Sex:Country +

   Lista3:Country + Lista2:Sex + Lista3:Sex


              Df Deviance   AIC

<none>             72.413 227.46

+ Lista1:Sex      1  72.399 229.45

- Lista3:Sex      1  77.952 231.00

+ Lista2:Age      4  68.966 232.01

+ Lista1:Age      4  69.708 232.76

- Lista2:Sex      1  79.924 232.97

+ Lista1:Country   6  66.491 233.54

+ Lista3:Age      4  71.104 234.15

+ Sex:Age        4  71.135 234.18

+ Lista2:Country   6  68.434 235.48

+ Lista3:Sex:Country 6  72.413 239.46

- Lista3:Country   6  96.833 239.88

+ Country:Age     24  37.363 240.41

- Sex:Country     6 163.446 306.49

- Age           4 173.689 320.74

- Lista1        1 265.930 418.98
```

> d_L1L2L3.step

```
Call:  glm(formula = Freq ~ Lista1 + Lista2 + Lista3 + Sex + Country +

   Age + Sex:Country + Lista3:Country + Lista2:Sex + Lista3:Sex,

   family = poisson, data = d_L1L2L3, subset = !(Lista1 == 0 &

      Lista2 == 0 & Lista3 == 0))


Coefficients:
   (Intercept)      Lista11      Lista21      Lista31       Sex2     Country2     Country3

       4.5619      -3.7530     -22.9971      -2.3292     -21.3958     -34.3069     -57.0392
```

Country4	Country5	Country6	Country7	Age2	Age3	Age4
-19.4617	-37.2131	-75.4248	-35.6777	0.4193	-0.3747	-1.2321

Age5	Sex2:Country2	Sex2:Country3	Sex2:Country4	Sex2:Country5	Sex2:Country6	Sex2:Country7
-2.7726	34.0336	56.6777	38.1929	57.3305	75.1227	54.4089

Lista31:Country2	Lista31:Country3	Lista31:Country4	Lista31:Country5	Lista31:Country6	Lista31:Country7	Lista21:Sex2
32.5723	53.5128	17.0340	37.3243	53.4534	13.5608	18.9919

Lista31:Sex2
-35.3000

Degrees of Freedom: 489 Total (i.e. Null); 461 Residual

Null Deviance: 1142

Residual Deviance: 72.41   AIC: 227.5

```
#Estimating values
> d_L1L2L3.pred<-predict(d_L1L2L3.step,newdata=d_L1L2L3,type="response")

#Saving estimating values in Nhat
> Nhat_L1L2L3<-sum(d_L1L2L3.pred)


#Estimated value
> Nhat_L1L2L3
[1] 654.7101

#Estimated values by covariables
> xtabs(d_L1L2L3.pred~Sex,data=d_L1L2L3)
Sex
1      2
431.1787 223.5314
> xtabs(d_L1L2L3.pred~Country,data=d_L1L2L3)
Country
1      2      3      4      5      6      7
383.17874   6.00000  2.00000  27.75523  210.02093  1.00000  24.75523

> xtabs(d_L1L2L3.pred~Age,data=d_L1L2L3)

Age

    1      2      3      4      5
183.77829 279.49614 126.34757 53.60200 11.48614
```

```
#Confidence interval
> set.seed(10)
> boot.nhats <- NULL

#bootstrap
> for(i in 1:1000){
   d_L1L2L3.sample<-sample(1:560,size=Nhat_L1L2L3,replace=TRUE,prob=d_L1L2L3.pred/Nhat_L1L2L3)
   d_L1L2L3.boot<-as.data.frame(table(d_L1L2L3[d_L1L2L3.sample,-6]))
   boot.glm<-glm(d_L1L2L3.step$formula,family=poisson,data=d_L1L2L3.boot,subset=!(Lista1==0&Lista2==0&Lista3==0))
   boot.pred<-predict(boot.glm,newdata=d_L1L2L3.boot,type="response")
   boot.nhats<-c(boot.nhats,sum(boot.pred))
  }

> quantile(boot.nhats,c(.025,.975))
2.5%    97.5%
 333.6009 3016.0059
```

Results

The estimation is **509.3 victims** between 2018-2021.

Victims estimated by sex:

Male	Female
431.2	223.5
(65.9%)	(34.1%)

Victims estimated by country of origin:

BANG	INDI	NEPA	PALA	PHIL	TAIW	CHIN
383.2	6.0	2.0	27.7	210.0	1.0	24.8
(58.5%)	(0.9%)	(0.3%)	(4.2%)	(32.1%)	(0.2%)	(3.8%)

Victims estimated by age

20-29 years	30-39 years	40-49 years	50-59 years	60-69 years
183.8	279.5	126.3	53.6	11.5
(28.1%)	(42.7%)	(19.3%)	(8.2%)	(1.8%)

Considerations

- The MSE manual recommends using at least three lists with at least 50 records each. In this case, only one list meets the number of records that are needed and only two lists have comparable data, that is, matches can only be found between these two lists and no matches were added from the other.

- As expected, the original ID of each list is different, so no matches could be found between the lists. So, the team created an ID using COUNTRY-SEX- BIRTHDAY of each list. Matches with this new ID does not ensure that it is the same person between one list and another, but in this case, we assumed that is the same person.

- Created IDs that could not be considered as unique were removed from List 1 (8 records) because they do not have any BIRTHDAY information.

- The matching table has too many sample zeros (456 of 490, 93%), that is, too many frequencies are 0 because not many matches are found between lists.

Main findings

Applying the MSE method using data provided by national authorities in Palau produced an estimate of **503.9** victims between 2018-2021.

These are distributed:

- by sex (Female 36.7%, Male 63.3%)

- By country (Bangladesh 53.8%, Philippines 36.3%, Palau 4.2%, People's Republic of China 3.6%, India 1.2%, Nepal 0.4%, Taiwan Province of China 0.2%)
- By age (20-29 years 28.1%, 30-39 years 42.7%, 40-49 years 19.3%, 50-59 years 8.2% and 60-69 years 1.8%).

The 95% confidence interval calculated is from 308.9 to 1,433.3.

The estimated value (503.9) but the estimation is not precise, as the confidence interval is quite wide, this could be improved if we can build a bigger dataset.

Therefore, bearing in mind the quite wide confidence interval, we do not recommend using these estimates.

Even though the MSE is a proven method to produce robust estimates it does rely on the quality and quantity of data, its accuracy would improve if we can access to larger and complete lists, thus UNODC suggests continuing working with national authorities to strengthen their administrative records to produce more robust estimates.

References

- UNODC Manual on Monitoring Human Trafficking through Multiple System Estimation. UNODC. 2022.
- Course Notes. Multiple System Estimation. Paulo Sergio García Méndez. November 2019.

ANNEX 7: MODEL DATABASE TESTED BY UNODC AND FIJI HTU

Information and instructions

General Information and Instructions

This database is for cases that involve acts that constitute the crime of "trafficking in persons" as defined by the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, and the relevant national legislations as listed below.

Case studies with qualitative information on trafficking in persons is also included in the database.

Please read the following instructions:

1. The information for the database should be extracted from your case files which have been identified as trafficking in persons (adults or children), according to the **Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children**, and according to the provisions in the **Fiji Crimes Act 2009, Fiji Immigration Act 2003** and the **Fiji Employment Act 2007**.

2. **Allocate a unique ID/ code** for each trafficking in persons case- agency abbreviation, year, case number- for example: **HTU_2020_001**. This is the case number that will be used in the database. Ensure that this case number corresponds to the correct casefile. Note that names are not used.

3. **Details of Agencies:** enter the name of the agency and the person responsible for entering the data or checking the database. Enter the date when the first case entry was made into the database. Enter the date each time the database is updated and the update the total number of cases on the tab 'Details of Reporting Agencies'.

4. **Victims information- Tab 1:** For each case number entered, also enter the date the case was received by the agency, city/ town where the case was reported, whether investigated for TIP or not (or not sure) and the offences reported. *NOTE: Use the drop-down menus provided.* Enter total number of victims and how many of the total number of victims were girl children and/ or boy children. Note children are persons under the age of 18 years i.e. they have not turned 18 years old. Enter how many of the total number of victims were adult men or women i.e. persons 18 years old and over. Also enter per case the citzenship of the victims. For example, if HTU_2020_001 case had 6 victims from Bangladesh and 2 from Fiji- enter in the database Citizenship- own country- 2; Country- Bangladesh- 6.

Enter the number of victims by type of trafficking (domestic or international) and type of exploitation and their relationship to the offender/ exploiter/ perpetrator- i.e. was the offender a family member? Note that one victim may be subjected to one or more forms of exploitation, for example, victim of forced labour- 1 and of sexual exploitation- 1, i.e. the same victim.

5. **Offenders information- Tab 2:** Transfer the same information on case number, date the case was received by the agency, city/ town where the case was reported and who by. *NOTE: Use the drop-down menus provided.*
Then for each case number, enter the details of total number of offenders by age, by sex and by citizenship.

Enter the details on total number of offenders by status- if an official report has not been submitted to authorities, the status should be entered under Identified/ Suspected.

6. **Case Studies:** Select significant cases that should be highlighted and include a brief overview or study of the case. The case should explore trends, issue of concern, or provide a trafficking profile etc.

7. **Checking and submitting the data**:

Terms and Concepts
Sexual exploitation-offences includes prostitution and porn, forced sex

Collection information

TRAFFICKING IN PERSONS NATIONAL BASELINE DATABASE

Fiji

This database is aimed at collating information and data to establish national baseline data on trafficking in persons and to contribute to a regional baseline database on trafficking in persons.

Agency:	Human Trafficking Unit, Fiji Police Force
Name of coordinating officer:	
Functional title/ Designation:	
Email address:	
Telephone (country code, number):	
Date of first entry ino database:	
Date updated:	
Total number of cases to date:	

Victim data

Case file details

Case number	Date reported	City/ Town	Investigated for potential TIP	Allenged offences reported/ investigated

Number of victims unspecified

Victims- number unspecified- by age/sex indicate	Victims- number unspecified by type of trafficking indicate	Victims- number unspecified by forms of trafficking indicate	Victims- number unspecified by country of origin

Victims by Age and Gender

Total Victims	Victims-Girls	Victims-Boys	Victims - Adult Women	Victims-Adult men	Total Victims Children	Total Victims-Adults	Total Victims-Females	Total Victims -Males

Victims by citizenship

Citizenship - own country/ FIJI	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-OTHER

Victims by trafficking type and forms of exploitation

Domestic Trafficking	International Trafficking	Forced Labour	Child Labour	Sexual Exploitation	Slavery	Domestic Servitude	Removal of organs	Other forms of exploitation	Unknown

Victims by relation to the offender

Offender - family member(s) or relative(s)	Offender-recruitment or travel agency	Offender-pimp	Offender-friend, partner	Offender-employer - individual	Offender-employer-company	Offender-organised group/ network	Offender-OTHER	Offender - RELATIONSHIP UNKNOWN

Offender data

Case file details

Case number	Investigated for potential TIP	Case referral- indicate	Date reported	City/ Town
Total				
Case number			**Date reported**	**City/ Town**

Enter enter remarks/ notes here:

Offenders by age and gender									Offenders by citizenship											
Total Offenders	Offenders-Girls	Offenders-Boys	Offenders- Adult Women	Offenders-Adult men	Total Offenders Children	Total Offenders-Adults	Total Offenders-Females	Total Offenders -Males	Citizenship - own country/ FIJI	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-NAME	Country-OTHER	Country-UNKNOWN

Offenders- status									Offenders- number unspecified			
Total Identified/ Suspected	Total Reported to Authorities	Total Investigated	Total Arrested	Total Charged	Total Prosecuted	Total Convicted	Case filed	Case discharged	Offenders number unspecified- indicate type	Offenders- number unspecified by age/ gender	Offenders- number unspecified- indicate status	Offenders- number unspecified by country of origin