



ANTI-TRAFFICKING TECHNICAL ASSISTANCE ECUADOR ANTI-TRAFFICKING ASSESSMENT

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CONTENTS

- List of Abbreviations..... iii
- Executive Summary iv
- Section I Assessment Methodology 1
- Section II Scope of the Trafficking Situation 3
 - A. Background 3
 - B. Trends 3
 - C. Strengths and Challenges 5
 - Strengths..... 5
 - Challenges 11
- Section III Recommendations 15
 - A. Prevention 15
 - B. Prosecution..... 16
 - C. Protection 16
- ANNEX A List of Individuals and Organizations Interviewed 18
- ANNEX B Ecuadorian National Commission Against Trafficking in Persons..... 21
- ANNEX C Activity Indicators 22
- ANNEX D Bibliography 24

List of Abbreviations

ABA	American Bar Association
ATTO	Anti-trafficking Task Order
CEPAM	Ecuadorian Center for the Promotion and Action for Women
CNNA	National Council on Children and Adolescents
COAC	Anti-Alien Smuggling Vetted Police Unit
CONAMU	National Council on Women
CONEPTI	National Committee for the Eradication of Child Labor
CRS	Catholic Relief Services
CSO	Civil Society Organization
DINAGE	Ministry of Government/Interior Division on Gender
DINAPEN	Child Welfare Police
DHS	US Department of Homeland Security
DNI	Defense for Children International
EGAT	Economic Growth, Agriculture, and Trade Bureau
ESF	Economic Support Funds
FNJ	Our Youth Foundation
Gender NAP	National Action Plan on Gender Equality
GOE	Government of Ecuador
ILO	International Labor Organization
ILO/IPEC	International Labor Organization/InFocus Program on Child Labor
INNFA	National Institute for Children and Family
IOM	International Organization for Migration
JPU	Judicial Police Unit
MFA	Ministry of Foreign Affairs
MOE	Ministry of Education
MOG	Ministry of Government/Interior
MOH	Ministry of Health
MOL	Ministry of Labor
MOP	Ministry of Public Affairs
MOT	Ministry of Tourism
MOU	Memorandum of Understanding
NAP	National Action Plan against Kidnapping, Illegal Trafficking of Migrants, Sexual and Labor Exploitation, Exploitation and Prostitution of Women, Boys, Girls and Adolescents, Child Pornography, and Corruption of Minors
NAS	Narcotics Affairs Section (U.S. State Department)
NCTP	National Commission against Trafficking in Persons
NGO	Non-Governmental Organization
PRONESE	National Action Plan on Sexual Education
SPU	Ministry of Public Specialized Prosecutors Unit
SOW	Scope of Work
TIP	Trafficking in Persons
UN	United Nations
UNICEF	United Nations Children's Education Fund
USD	United States Dollar
USG	United States Government
WID	Women In Development

Executive Summary

In June 2005, Ecuador was ranked a Tier 3 country by the annual U.S. State Department Trafficking in Persons Report (TIP). The report declared that Ecuador is a country of origin, transit, and destination in human trafficking for the commercial sexual exploitation and forced labor of adults and children. In September 2005, as a result of the U.S. Government's national interests in sustaining political stability and economic development in Ecuador, the country received a waiver from sanctions aimed at countries classified as failing to comply with the minimum standards to combat human trafficking.

Since the release of the 2005 TIP report, the Government of Ecuador has taken significant steps towards responding to its human trafficking problem. The Government of Ecuador has recently passed domestic legislation criminalizing trafficking in persons in its various forms of exploitation. Ecuador's civil society has stepped up efforts to fight trafficking through their involvement in nationwide awareness-raising campaigns and grassroots safe migration education, and by developing more targeted shelter services for trafficking victims. In addition to the recent efforts mentioned above, in 2004, the Government of Ecuador, by presidential decree, formed an inter-institutional committee, mandated with fighting trafficking in persons through a national action plan that is currently pending presidential approval. Several key government partners, such as the National Council on Children and Adolescents and the National Council on Women, are also working on action plans outlining their participation in fighting human trafficking.

Despite these recent positive measures, the assessment team noted several troubling weaknesses that will have to be overcome in the fight against trafficking in persons in Ecuador. Prostitution of adults (18) is legal in Ecuador and the country is rife with brothels. Discrimination against women and gender-based violence also remain long-standing social problems. However, practical responses could be employed that may eventually alter public attitudes toward gender based violence and discrimination, leading to potential legal reform of the prostitution law.¹

To better support of the Government of Ecuador's efforts, USAID/Ecuador made a request for an anti-trafficking assessment to develop a targeted Mission strategy to battle trafficking. Conducted from February 28–March 15, 2006 by the EGAT/WID-funded Anti-Trafficking Technical Assistance Task Order managed by Chemonics International Inc., the purpose of the assessment, as defined in the Scope of Work, was to gain new knowledge on the scope of human trafficking in Ecuador through the collection of best practices, lessons learned, and trafficking trends and to assist the Mission in defining their anti-trafficking strategy.

Based on a thorough analysis of research and documents on anti-trafficking and meetings with over 40 U.S. and Ecuadorian government officials, civil society, and international donors in Ecuador, the assessment team identified key areas in need of attention on the basis of the U.S.

¹ The U.S. Government opposes prostitution because it is inherently harmful and dehumanizing to men, women and children and because prostitution and related activities, including pimping, pandering, and maintaining brothels, contributes to the demand for victims of human trafficking (National Security Presidential Directive 22). Funds awarded for activities to combat trafficking in persons may not be used "to promote, support, or advocate the legalization or practice of prostitution." An organization may not receive funds for programs that target victims of severe forms of trafficking in persons involving sexual exploitation without stating "in either a grant application, a grant agreement, or both, that it does not promote, support, or advocate the legalization or practice of prostitution" (Sec. 7 of the Trafficking Victims Protection Reauthorization Act of 2003, Public Law 108-193).

Department of State's three P format—prevention, prosecution, and protection. The following are a few activities the Mission could undertake to assist the Government of Ecuador:

- √ **Prevention:** Assist national and local civil society, governmental bodies, and others working on human trafficking prevention, protection, prosecution, and reintegration through the creation of networks with those working on the same anti-trafficking matter
- √ **Prosecution:** Support law enforcement and legal professionals to work independently and individually to better identify, investigate, and prosecute human trafficking cases
- √ **Protection:** Build and strengthen the overall technical capacity of law enforcement, legal entities, and government officials to protect victims and witnesses, and of social service providers to attend to victims' needs

The Government of Ecuador has limited funding to allocate to its anti-trafficking efforts. Therefore, in addition to its partnership with USAID, support for the country's progress has been made possible through the private sector, international organizations, and a host of bilateral government donors.

SECTION I

Assessment Methodology

The 2005 U.S. State Department Trafficking in Persons (TIP) Report categorized the Government of Ecuador (GOE) at Tier 3, a country failing to comply and to demonstrate a significant effort to comply with the minimum standards to combat human trafficking. Furthermore, the report declares that Ecuador is a country of origin, transit, and destination in human trafficking for the purposes of commercial sexual exploitation and forced labor. Because the United States Government (USG) restricted its Economic Support Funds (ESF), USAID/Ecuador was unable to assist the GOE to develop an anti-trafficking strategy. Instead, the Mission focused its anti-trafficking assistance on working with NGOs and civil society organizations in the areas of prevention and protection. In 2006, USAID/Ecuador received a waiver, which would allow the Mission to work with the GOE to combat TIP with Fiscal Year 2005 ESF.

At the request of USAID/Ecuador, an anti-trafficking assessment was conducted between February 28 and March 15, 2006 by the Anti-Trafficking Technical Assistance Task Order (ATTO), managed by Chemonics International Inc., and funded through the Women in Development (WID) office. The purpose of this assessment was to gain new knowledge on the scope of human trafficking in Ecuador through the collection of best practices, lessons learned, and trafficking trends and to assist the Mission to define its anti-trafficking strategy. The specific objectives set forth in the Scope of Work (SOW) are:

- ✓ To identify best practices, innovative and cutting-edge approaches, lessons learned, and compile existing country information
- ✓ To list key actors (donors, government, non-government, and private sector) and evaluate their activities, anti-trafficking strategies, and capacity
- ✓ To identify gaps and determine how to leverage resources

The assessment team consisted of two Chemonics consultants, Geraldine Ramos Bjallerstedt, the team leader, and Maria-Elena Pesantez. Prior to conducting in-country interviews, a desk review of the relevant literature and available research was completed. In Ecuador, the team first met with the Mission for an introductory briefing and discussion of the deliverables. Subsequently, the team met with over 40 interviewees comprised of government representatives, civil society organizations, and international donors. The aim of the interview sessions was to gather data on trafficking trends and causes, anti-trafficking responses, and realistic strategies to respond to Ecuador's trafficking problem. The team ended their field study by meeting with the Mission and U.S. Embassy officials, debriefing them on preliminary conclusions and recommendations from the assessment.

The information contained in text boxes throughout the report are quotations from previous reports and interviews made available to the assessment team and have not been independently verified. The assessment offers a limited and time-bound view of the issues as defined in the

SOW. Support for more focused research is needed in order to better understand and address the various issues linked with combating human trafficking in Ecuador.

The Annexes include a list of interviews and meetings, a general framework of Ecuador's anti-trafficking policymaking body, The National Commission against Trafficking in Persons (NCTP), sample indicators for the recommended activities, and a bibliography of available literature and research reviewed.

SECTION II

Scope of the Trafficking Situation

A. Background

Ecuador, one of the poorest countries in South America, is a country with a politicized and fragile democracy, weakened social services, underdeveloped rule of law institutions, regional insecurity and border conflicts, and an impoverished economy with high levels of unemployment. Ecuador has a population of over 12,191,519, comprised of four ethnic groups: Mestizo (55%), Afro-Ecuadorian (10%), Indigenous (25%), and Spanish decedents (10%). Forty-one percent (41%) of Ecuador's population is under 18 years of age.² Unemployment rates reach an astonishing 50 percent, and 42 percent of the population is categorized as living in poverty. Structural deficiencies in some key sectors have had a direct impact on the increasing levels of socio-economic disintegration, including intra-family violence, which often can lead to different forms of exploitation, including human trafficking.

Ecuador has the unfortunate distinction of being a source, transit, and destination country for internal and international trafficking for the purposes of commercial sexual exploitation, domestic servitude, forced labor, and pornographic exploitation. Both adults and children are trafficked internationally to countries such as Spain, Italy, and other Latin American countries, but the internal trafficking of children is believed to be the greatest problem. Colombians crossing their border into Ecuador in order to escape the ongoing conflict are highly vulnerable to being trafficked, especially those who remain displaced.

B. Trends

Like other countries in the Latin American and Caribbean region, human trafficking, illegal migration, and human smuggling continue to flourish in Ecuador, and have only recently been recognized by the government and segments of the population as a problem. The GOE is taking significant steps to raise awareness among the public on these issues and to enforce legislation convicting those involved in trafficking. Because of the increased activity among the GOE, civil society, and donors, there is a better understanding of certain trends, such as who the victims are, the trafficking routes, and the causes of trafficking in Ecuador. This information will help the anti-trafficking community better address the needs of the victims and catch the perpetrators of these crimes.

The continued desperate socio-economic conditions that plague Ecuador's population, especially the young, drive people to leave the country. Ecuador's major financial crisis of 1998 led to migration out of Ecuador, much of which likely involved human trafficking and smuggling. Men are often the first to leave, either through migration or smuggling. The women left behind to take care of their children and other family members become more impoverished, and thus are

² United Nations Children Fund. 2005. "UNICEF in Ecuador."

increasingly at risk of becoming a victim of trafficking. Traffickers prey on these women and children and some parents end up selling their children out of sheer desperation.

Ecuador's municipality of Cuenca is a well-known hot spot for both trafficking and smuggling. In the Province of Azuay, the number of women greatly outweighs the men due to outward migration. Departing from the villages of Ecuador, the migrants, and victims of trafficking and smuggling make their way to Central America. Another route takes them through Colombia, Venezuela, and Peru then to the Dominican Republic or Central America. Migrants and victims of trafficking who do make it to Mexico continue north to reach the United States. Anecdotal evidence indicates that it costs about \$10,000 to \$12,000 USD to be smuggled into the U.S. Many who do make it end up in a vicious cycle of debt bondage, a form of slavery, as they attempt to pay off their debt accrued from their trip. Allegedly, as many as seven boats depart daily from Ecuador, smuggling between 60 and 100-plus persons. The Special Prosecutor's Office (SPU) asserted that it could cost an initial fee of \$1,000 to \$2,000 USD to secure a spot on one of these boats.

In September 2005, the newspaper *Hoy Ecuador* claimed that during the last 3 years alone, over 3,900 children have been reported missing in Ecuador.³ Some speculate that many of these youth could have become victims of trafficking. The majority of Ecuador's trafficking victims are believed to be children trafficked within Ecuador for commercial sexual exploitation and forced labor. Children are trafficked into hazardous forms of labor, such as domestic servitude and agricultural, seasonal, and family work, and forced to beg on the streets, work in Ecuador's hospitality and commercial sectors, and perform hard labor in mines.

According to the International Labor Organization (ILO), incidents of commercial sexual exploitation of children in Ecuador numbered over 5,000 in 2002. Research conducted by Defense for Children International (DNI) indicates that over 2,900 adult brothel workers in Ecuador became involved in the commercial sex trade before they turned 18.⁴ Anti-Slavery International (2002) claims that 20 percent of all girls between the ages of 10 and 14 work as domestic servants in other people's homes in Ecuador. Children as young as eight years of age have been found working on banana plantations under hazardous conditions or working long hours in the cut flower industry. While girls are commonly found working as prostitutes and domestic servants, it is more common for boys to be involved in agricultural labor. Earlier this year, the Ministry of Labor (MOL) claimed there were 62,696 child laborers between the ages of 5 and 11, 125,644 between the ages 12 and 14, and another 234,971 between 15 and 17 years old.

Those most vulnerable to becoming victims of human trafficking include institutionalized and abandoned children of emigrants, children of prostitutes, and young migrants. High areas of human trafficking in Ecuador include border communities, villages near tourist areas and major corporations, the highlands, and urban coastal communities. In Santo Domingo there is a high incidence of internally trafficked children and adolescents who are exploited for commercial sexual purposes. These victims arrive in Santo Domingo from various parts of Ecuador in transit

³ *Hoy Ecuador*. 2005. "Ecuador un Mercado Libre para la Trata de Menores." 17 September.

⁴ Both the GOE and The United Nations defines anyone under the age of 18 as a minor, yet once girls reach puberty, they are often perceived as women, although they may be under 18 years old.

or as a final destination. Anecdotal evidence claims that traffickers post job announcements along the lampposts of Santo Domingo's streets "seeking young attractive women for better paid jobs." Machala and Guayaquil are referred to as recruitment centers, places of origin for a number of victims trafficked internally and internationally. Interviewees revealed that in Puerto Bolivar and Manta, some fathers reportedly profit from prostituting their daughters to fishermen and/or merchant boat employees.

It is the custom here for children from the rural highland or coastal areas to be sent to work for families in urban households. In numerous cases, the child is exploited as a domestic servant. These victims of domestic servitude tend to fall vulnerable to urban traffickers (normally pimps or gang members between 18 and 22 years old) with false promises of better jobs. Without her knowledge, the victim is then sold into forced prostitution at a local brothel.

-Interviewee from Quito, March 2006

In the highlands there are reports of minors from indigenous villages, located in and around Otavalo, trafficked to other Latin American and European countries (e.g., Spain, Italy). These youth are exploited for labor purposes, commercial sex exploitation, domestic servitude, and for drug trafficking (used as *mules* to transport drugs across borders). Interviews revealed that an estimated 1,000 minors have gone missing from Chimborazo over the last 10 years, and that children are sold to traffickers by their parents for an estimated \$200 USD.⁵

C. Strengths and Challenges

Strengths

Government Legislation

Despite its limited resources, political fluidity and problems along the Colombian border, the Government of Ecuador has demonstrated political willingness to reform its human trafficking policies. Examples of the GOE's progress to date include the formation of an inter-institutional committee charged with fighting trafficking in persons, a pending draft *National Action Plan against Kidnapping, Illegal Trafficking of Migrants, Sexual and Labor Exploitation, Exploitation and Prostitution of Women, Boys, Girls and Adolescents, Child Pornography, and Corruption of Minors* (NAP), and domestic legislation to criminalize trafficking in persons in its various forms of exploitation.

In June 2005, the GOE revised its criminal code to incorporate provisions criminalizing human trafficking in its various forms of exploitation—child pornography, sexual exploitation, child labor, sexual tourism, organ trafficking, and domestic servitude (Official Gazette No. 45, June 23, 2005). The new law has a minimum prison term of 6 years for trafficking, 9 to 12 years for the trafficking of children, and 12 to 16 years for aggravated circumstances. Producing child pornography is a crime punishable by 6 to 9 years in prison and 16 to 25 years in aggravated circumstances.

⁵ Vistazo. 2005. "Niños de Alquiler: unos mil menores de Chimborazo salieron del país en condiciones de trata durante la última década." 1 December.

In 2004, Ecuador's multi-sector inter-institutional committee, the NCTP was established under the auspices of the Ministry of Government/Interior (MOG). Comprised of various government ministries and six non-governmental organization (NGO) representatives, the NCTP was mandated by an executive decree (Official Gazette 410, August 2004, Executive Decree No. 1981) to draft the country's NAP, outlining the duties and strategies of NCTP members' to combat human trafficking, migrant smuggling, sexual and labor exploitation, child prostitution and pornography. A finalized NAP was recently completed and submitted to the President of Ecuador for approval in April 2006. A budget and operational plan also were developed, as was a decree to make the NCTP a permanent body, with duties to implement and monitor the NAP.

A key member of the NCTP, the National Council on Children and Adolescents (CNNA) is a semi-autonomous policy-making state agency established as the responsible entity for coordinating the implementation of the *Children and Adolescents Code* and the country's *National Plan for the Integrated Protection of Children and Adolescents*. The National Council on Women (CONAMU), the state agency responsible for mainstreaming the country's public policies on gender, is mandated to draft the country's *National Action Plan on Gender Equality* (Gender NAP). The draft, presently under revision, will include practical activities for the protection of women and girls against gender-based violence, and will make specific reference to various manifestation of exploitation, including human trafficking.

Additional measures that demonstrate the GOE's willingness to mount a broad fight against TIP include the Ministry of Education's (MOE) *National Plan on Sexual Education* (PRONESE), which was adopted in 1998 and mandates that curricula include information against sexual violence, including how students can prevent and protect themselves from commercial sexual exploitation and trafficking. The MOE also targets parents and family members in an awareness raising campaign, "Escuela para Padres" (School for Parents).

The Ministry of Tourism (MOT) is contributing to anti-trafficking efforts with its draft *National Plan of Action against Sexual Tourism* in Ecuador. MOT is planning preventive and protective activities against sexual tourism, such as awareness raising campaigns, dissemination of information on sex tourism, and training workshops in Santo Domingo, Machala, Manta, Portoviejo, Esmeraldas, Otavalo, Guayaquil, and Galapagos. In addition, a specialized police force charged with protecting areas of tourism, Poli-Tourism, is authorized to arrest persons when crimes related to sex tourism occur.

The GOE has prioritized working to eliminate children's involvement in commercial sexual exploitation, banana and flower production, mining, and garbage dumps. It demonstrated its commitment to fight child trafficking through the ratification of the ILO Convention 182 on the Worst Forms of Child Labor, prohibiting all minors from working in industries deemed detrimental to a minor's physical and emotional well-being. In addition, in 2000, the GOE ratified the ILO Convention 138, prohibiting minors under the age of 15 to work, and is revising its labor code to reflect this new age requirement. The Ministry of Labor (MOL) supports the GOE's commitment through the National Committee for the Eradication of Child Labor (CONEPTI), which oversees the *National Plan for the Progressive Elimination of Child Labor, 2003-2006*.

In addition to the two ILO Conventions mentioned above, the GOE also has ratified a number of other international conventions pertaining to human trafficking. In 1990 the Government ratified the United Nations (UN) Convention on the Rights of the Child and in 2000, signed the UN Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography (still awaiting ratification).

Finally, local NGOs, the private sector, and other key partners with a role in the implementation of country-wide TIP activities include the United Nations Children Education Fund (UNICEF), the International Labor Organization's InFocus Program on Child Labor (ILO/IPEC), CNNA, CONAMU, DNI, and the NGO, Observatory for Children and Adolescents.

Additional Initiatives in the areas of Prevention, Protection, and Prosecution

In addition to the GOE's efforts to fight trafficking through mandated national action plans, national and international civil society, donors, and other GOE bodies have been actively working on the prevention, protection, and prosecution of trafficking in persons. These bodies include Geneva Global, the U.S. Government, the U.S. Peace Corps, the International Organization for Migration (IOM), Catholic Relief Services (CRS), CARE, the American Bar Association's (ABA) Latin American and Caribbean Law Initiative, DNI, the Guayaquil Chamber of Tourism and Municipality, the National Institute for Family and Adolescents, Ecuador's Police Youth Protection Agency, and various Ecuadorian NGOs, such as the FNJ (Our Youth Foundation), the Ecuadorian Center for the Promotion and Activities of Women (CEPAM), Friends for Life, ARD3, Fundación Amauta, and Fundación Quimera. The following section highlights ongoing efforts and best practices to educate the population on the harms of human trafficking, assist victims through capacity building activities, and prepare victims and witnesses to testify against traffickers. The civil society, donor, and GOE activities are categorized according to the three P's—Prevention, Prosecution, and Protection.

Prevention

- √ Guayaquil's Chamber of Tourism and the Municipality of Guayaquil have taken active steps to protect children against sex tourism and labor exploitation through the implementation of micro-credit programs, children's education programs, and skills development programs for women and at-risk youth. Later this year the municipality will host a government conference, highlighting the need for a consolidated effort in fighting human trafficking at the local government level.
- √ FNJ works with the GOE's Victim and Witness Protection Program, DINAPEN, and GOE prosecutors to assist victims of human trafficking. In addition, they operate an HIV-AIDS mobile clinic program in and around Quito providing information on sex education and making testing and counseling on drug and alcohol abuse available. Sometime this year, FNJ intends to complete the production of a locally produced awareness-raising film against human trafficking.
- √ The U.S. Peace Corps is actively fighting trafficking through a 12 member task force focused on prevention activities within the communities of Esmeraldas, Machala, Guayas, Tena -

Napo, Otavalo, and Santo Domingo. They facilitate “charlas” (discussions) on the dangers of human trafficking and discuss how to migrate safely. They also speak about life and employment skills, sex and health education, and gender equality. In some areas, the Peace Corps has helped introduce a community banking program to service the needs and provide credit to residents.

- √ Geneva Global has been funding 18 local projects in Ecuador, 11 of which are co-funded by USAID, on various issues, including awareness-raising of trafficking, community and youth empowerment, and public health education. Through their local partners, and in coordination with the Ministry of Social Welfare, Global Geneva intends to implement a micro-credit program targeting groups at-risk of trafficking. Global Geneva also is planning to expand their programs beyond Ecuador to other countries in the region.
- √ The CRS, an international faith-based organization, is implementing a child labor project with USG funding that provides quality education programs for youth at-risk of becoming victims of abusive child labor in banana plantations and the flower industry.
- √ CEPAM Quito, an NGO that promotes women’s empowerment among other activities, disseminates anti-trafficking messages through awareness raising videos, facilitates peer group discussions with guest speakers who are victims of violence, and offers bank credit programs to youth victims of sexual violence as part of their reintegration into society. CEPAM Quito’s assistance programs generally last six months.
- √ The National Institute for Children and Family (INNFA) recently launched an anti-trafficking public information campaign in collaboration with the Ricky Martin Foundation, a charitable organization working against child exploitation. The campaign has a series of television and movie advertisements and stickers to put on public transport vehicles with the messages “No a la Trata” and “No al Tráfico” (No to Trafficking, No to Smuggling). This campaign is to run nationwide through January 2007 and is expected to reach most corners of Ecuador. It is already running in the 12 Ecuadorian cities where INNFA has offices—Quito, Guayaquil, Esmeraldas, Cuenca, Loja, Ambato, Machala, Galapagos, Riobamba, Nueva Loja, Portoviejo, and Ibarra—each of which is now responsible for taking the campaign out to surrounding towns and villages.
- √ The ABA is developing an anti-trafficking awareness-raising campaign with messages aired on television and radio in small rural communities and is working with a local university to support needed research and establish a university-level course on this matter.
- √ Ecuador’s Child Welfare Police (DINAPEN), established by the MOG in the late 1990s, works with the USG-supported NGO Friends for Life, and has provided TIP-awareness training to more than 3,000 students, aged 5-12, in six South Quito schools. In addition to living below the poverty line, many of these at-risk youth live with friends or family because their parents have emigrated. The DINAPEN and Friends for Life trainings used storytelling, puppet shows, and skits to convey information about trafficking. At the conclusion of the training sessions, a drawing contest was held in which students drew pictures of trafficking, or of their ideal, perfect world devoid of trafficking. The themes covered in the trainings will

be followed-up on throughout the school year by the 96 teachers that DINAPEN educated on TIP and sexual abuse issues.

Prosecution

- √ Operational since 2006, the MOP's SPU is mandated to prosecute cases of trafficking in persons. At the time of this assessment, there was only one prosecutor assigned to the SPU. A special prosecutor has also been appointed in Guayaquil and the following cantons will soon have their own special prosecutor on human trafficking: Latacunga, Riobamba, Cuenca, Machala, and Santo Domingo. The SPU has a short-term arrangement with a select group of NGOs—primarily the FNJ—that house minor victims of trafficking rescued from brothels during police raids.
- √ CEPAM Guayaquil is an NGO that helps minors who have been internally trafficked—working as domestic servants and being forced into child pornography—through safe migration, anti-trafficking, and life skills awareness raising programs, peer counseling, legal counseling, court representation, and emergency accommodations. CEPAM Guayaquil has a specially designed room used by their psychologist during the interview process with the victim. This room is similar to that in U.S. police stations and is equipped with double mirrors. This one-on-one communication in a safe environment appears to facilitate the interview process, demonstrating that victims provide more details of their abuse when they are questioned in a less stressful environment. Within the past year more cases have remained open, a possible result of the long-term direct assistance and psychosocial care victims receive throughout the court process against their perpetrator. However, only 3 out of 40 cases were prosecuted in 2004 and 13 out of 36 trafficking cases entered the prosecution phase in Guayaquil in 2005.

CEPAM Guayaquil is currently completing a report on the impact of gender-based discrimination on the adjudication of court cases. Preliminary conclusions suggest that justice sector professionals play a key role in perpetuating the problem. Based on the report's outcomes, CEPAM Guayaquil will develop programs to address the acceptance of gender-based discrimination in the legal system.

- √ The ABA and the Latin American and Caribbean Law Initiative in Ecuador, in cooperation with the U.S. State Department's Narcotics Affairs Section (NAS), have trained prosecutors, judges, and members of the judiciary on trial advocacy techniques in Ecuador. The ABA implements USG-funded projects with the assistance of a local multi-disciplinary advisory board responsible for the review of proposed projects activities. Specialized training programs for law enforcement, shelter social workers, and student peer counselors are currently underway.

Protection

- √ DINAPEN has recently undergone basic anti-trafficking training in cooperation with the USAID funded ABA project. In addition to their initial police training, all DINAPEN officers undergo four months of specialized training focused on child psychology, intra-family violence, sexual violence, working with minors, etc. DINAPEN is active in pursuing

leads of alleged trafficking activities. They conduct raids to check victims' identifications at brothels, bus stops, night-clubs, and other locations where potential victims of child trafficking may exist.

DINAPEN is working with NGO partners, the Ministry of Foreign Affairs (MFA), INNFA, CNNA, and IOM in the establishment and launch of the country's first help-line for victims and those at-risk of falling victim to human trafficking. Details on the services are coming together under a Memorandum of Understanding (MOU) between DINAPEN, CNNA, and the Municipality of Quito. The plan is to broaden an already established emergency help-line functioning in Quito by incorporating expertise on the topics of human trafficking and child exploitation. To leverage resources and enhance DINAPEN's access to expertise and resources in the area of investigation, pre-trial case preparation, and prosecution, DINAPEN officers have begun to work closely with the andante-Alien Smuggling Police Unit (COAC). The U.S. Department of Homeland Security (DHS) and the Embassy's NAS have been instrumental in providing supervisory assistance and technical support to these two groups as they work to benefit from each other's experience.

- √ Irrespective of the fact that Ecuador does not currently have a witness protection law, an executive decree established a witness protection program headed by the Ministry of Public Affairs (MOP). The team implementing the witness protection program, comprised of a psychologist, a social worker, medical personnel, and a prosecutor, are working closely with the SPU. At the time of the assessment the witness protection program had assisted in 206 cases, although not all of these cases involved trafficking in persons, and 12 cases were pending assistance.

Ideally, the witness protection program would provide each victim/witness an average of \$3,000 USD in assistance, which would include procuring identification, housing, clothing, and a living stipend. This amount increases when the victim/witness has a child. The current budget for 2006 is only \$50,000 USD, which permits each witness to remain in the program for only one year, after which they need to be self-sustainable. However, the program has been successful in leveraging more resources through the development of close working relationships with NGOs and other humanitarian agencies that provide various kinds of support to victims of violence for free or little cost.

- √ The USAID-supported NGO ARD3's works with youth-at-risk of falling victim to child labor or sexual exploitation in 35 communities of Otavalo under the project TresD's. The program beneficiaries suffer from substance abuse, domestic violence, neglect, and delinquency. TresD's cooperates closely at the local level with the Ministry of Social Welfare and Cantonal Councils for Children and Adolescents on creating a forum for developing political will and initiating legal reform in the area of child labor and sexual exploitation.
- √ The IOM in collaboration with CARE International and its umbrella of local organizations, have been implementing anti-trafficking prevention activities within the USAID-supported Northern Border Alternative Development Program. Working in six Northern Border municipalities, the Alternative Development project is aimed at increasing socio-economic

development by targeting marginalized sectors vulnerable to the lure of licit narco-activity. As of early 2006, an estimated 250,000 Colombian refugees have crossed the border into Ecuador, a number of who remain displaced. IOM manages a relocation program for Colombian refugees who qualify based on international asylum criteria and a reintegration program for Ecuadorians voluntarily repatriated from Mexico, England, and other European countries.

- √ The USAID-supported project implemented by the NGO DNI has been the driving force behind the pending adoption of an anti-trafficking ordinance outlining procedures and regulations for the local municipality of Santo Domingo. The local ordinance is also a result of the newly adopted anti-trafficking criminal code provision and child protection legislation at the national level. Those most affected by the ordinance are health and family planning centers, the Gender Commission Office, and the Cantonal Council for the Protection of Children and Adolescents. DNI is also implementing a USAID-supported data collection project, aimed at improving local municipalities' capacity to collect and analyze data instrumental in combating human trafficking at the local municipal level.
- √ CRS has a broad network of international and national faith-based organizations and youth groups, many at the grassroots level, who assist them in anti-trafficking prevention activities in Ecuador. CRS's grantees have access to a significant number of vulnerable persons, to whom they can effectively relay anti-trafficking activities and messages at the grassroots level and provide immediate basic protection, including emergency shelter to victims.
- √ One leading shelter program is Hogar de la Madre Joven operated by FNJ, which serves victims of sexual exploitation and domestic servitude, 12 to 19 years of age. The Hogar de la Madre Joven's objective is to successfully reintegrate victims into their families and society. For those who need extra assistance, the shelter assists in finding the victims housing, clothing and employment. Between 2001-2005, FNJ assisted a total of 500 shelter residents, a small number of whom were young TIP victims housed with their children. Residents remain in the shelter anywhere between three and six months.
- √ Casa Matilde and Casa Tres Manueles are two shelters that provide support to exploited victims in Ecuador. Fundación Amauta in Riobamba and Fundación Quimera in Machala also were reported to be NGOs that provide some shelter assistance and other immediate basic services to victims of sexual exploitation. In Manta, there have been expressions of interest in opening a local shelter program pending the availability of financial assistance. The municipality of Santo Domingo, in partnership with NGO Fundación Esperanza, has start-up funds to establish a shelter targeting street children and rescue exploited minors.

Other civil society organizations working to assist and protect victims of trafficking in Ecuador include, UNICEF, Hogar del Buen Pastor in Cuenca, Fundación Amauta in Chimborazo, MECIT in Tungurahua, Fundación Quimera in Machala, and Asociación Amigos and Observatorio de la Niñez y Adolescencia in Quito.

Challenges

Although they have a long way to go, the GOE has begun to take the lead on addressing the issue of human trafficking. The NAP, which outlines the roles of the multi-sector policy-making body, the NCTP, has been finalized and after a review period is expected to be adopted by the GOE. Moreover, the new criminal code provision criminalizing human trafficking and its various forms of exploitation should result in an increased number of arrests and prosecutions of traffickers. Finally, the GOE's creation of a victim and witness protection program and a specialized police unit for children is encouraging. However, the following section outlines a few of the challenges the GOE and civil society organizations have encountered in combating human trafficking. These include:

- ✓ Tolerance of prostitution
- ✓ Insufficient shelter space or expertise
- ✓ Lack of capacity among law enforcement
- ✓ Gaps in anti-trafficking legislation and in the coordination of TIP activities

Society's tolerance of prostitution

"The Government of Ecuador has not shown a serious commitment to addressing trafficking in persons crimes (...). Prosecutions of traffickers and efforts to identify and protect victims of trafficking remain very weak. Nevertheless, it is in the U.S. national interest to continue assisting the government of Ecuador (...). U.S. and multilateral assistance is targeted to the key U.S. national interest of strengthening Ecuador's fragile democracy; supporting efforts to combat trafficking of illicit flows, (...), promoting economic development and promoting regional security. Waiving the suspension of this assistance will also promote the purpose of the Act by encouraging renewed efforts to combat trafficking in persons."

- Memorandum for Secretary of State, Presidential Determination No. 2005-37, September 21, 2005

A challenge to fighting human trafficking within Ecuador is the sensitivity and complexity surrounding the issue of adult prostitution. According to a study performed by the ILO, approximately 25,000 women work as prostitutes in Ecuador, of which 5,200 are minors. Legal for adults, prostitution and brothels are socially accepted, most commonly referred to as "lugares de tolerancia" and "casa de citas" (places of tolerance and appointment houses). The tradition and acceptance of prostitution in Ecuador goes back many years, making it especially challenging to convince the population that women are often forced into the practice. While the government and population oppose the prostitution of children⁶, the GOE's efforts to protect adult victims forced to work in the country's brothels as prostitutes has become a political and contentious issue. The National Council for Women recognizes the need to have an open dialogue on the exploitation of

adults in brothels, yet due to upcoming elections later this year, this issue will likely remain on the sidelines for the time being.

Insufficient shelter expertise and space

Although most of Ecuador's shelters offer assistance to victims of violence, they have been open to accepting victims of human trafficking too. Consequently, a number of staff members in these

shelters have hands on experience working with victims of human trafficking. However, there is still a lack of specialized personnel—social workers, psychologists, and doctors equipped with the skills to effectively treat victims of human trafficking. Although shelters do take in victims of trafficking, there needs to be an understanding among the caregivers of their distinct needs. Moreover, although some practitioners argue that ideally, victims of trafficking would have their own shelter, where they are grouped together with other victims of violence, the staff should be equipped to meet the needs of victims of each kind of violence. The quality of care a trafficking victim receives can have a great influence on the success of their recovery and their reintegration into society.

The average length of stay for victims referred to shelters by the SPU is three months, after which the shelter works towards having the victim reintegrated into his/her community and family. While in the shelter, victims reflect on their experience, facilitating the SPU's process of collecting testimonials from them. However, victims have been known to run away from shelters due to feelings of personal insecurity and change of heart about testifying (often caused by intimidation or bribery from their family or trafficker). Traffickers/recruiters posing as victims of trafficking have been known to infiltrate shelters to intimidate the victims. Nonetheless, the most difficult obstacle to a successful closure of a case is finding a long-term viable alternative for the victim once the legal procedure comes to an end. This reality is one reason for victims refusing to become witnesses in a trafficking case.

In addition, there exists no mechanism by which existing shelter NGOs (and similar service providers) can share and discuss matters of concern. For example, there is a lack of networking among shelter NGOs whereby they can discuss challenging cases, developing trends, institutional obstacles, and any successful interventions, exchange budgetary sustainability ideas, and share security concerns as well as challenges faced by services providers working in this field.

An understanding of lessons learned and best practices among existing shelter NGOs on the protection and assistance to victims of violence, especially children also is lacking. Without a mechanism for sharing such information, local and regional experience in this field is being lost. Such information forms the basis for training tools for staff working in this field to improve the quality of their assistance to victims and even to other professionals such as social workers, teachers, and law enforcement to help them better understand the complexity and depth of the damage to the victim caused by the trafficking experience.

Finally, there are gaps in the availability of shelters in certain regions in Ecuador, such as Guayaquil, and there are no referral systems set up to assist victims who might not be able to access a shelter easily.

Lack of capacity among law enforcement

DINAPEN is responsible for protecting and assisting children and adolescents. Cases involving adult victims of human trafficking are handled by the Ministry of Government/Interior's Judicial Police Unit (JPU). The maximum 20 person unit directly investigates allegations of human trafficking with the support of its 27 JPU focal points within local police stations throughout the country. Police raids are conducted with assistance of local police offices, unless confidentiality

is a concern. Once an investigation is completed, the case file is transferred to the public prosecutor's office for a decision as to whether and how to proceed with the case.

Three hundred forty-five female police officers recently were made available to work with the JPU to assist them in investigating cases of human trafficking and its various forms for exploitation. Presumed victims are interviewed by the JPU in an office at the local police station; however, the average police station in rural Ecuador does not normally have the resources to maintain a separate private office for confidential and sensitive interviews of this nature. The lack of confidentiality during the interview process at local police stations could compromise a case. Although basic anti-trafficking and related topics are part of the training curriculum available to the officers that make up the JPU, there are few formalized standard operating procedures to enhance cooperation among law enforcement officials during the investigative and prosecutorial process in a trafficking or trafficking-related case. By clearly delineating responsibilities and accountabilities for each unit involved in processing a trafficking case, these internal procedures would provide a strong foundation for prosecuting such cases and ensuring that victims receive the proper care and attention.

Gaps in anti-trafficking legislation and in the coordination of TIP activities

Although the Government of Ecuador has revised its criminal code to incorporate provisions criminalizing human trafficking in its various forms of exploitation, has ratified the UN Palermo Protocol against human trafficking, and has provisions in its constitution referencing the protection of children, gaps remain in its anti-trafficking legislation. There are no references to the state's role in providing assistance and protection services to the victims. While the victim and witness protection program is a good start, it is a serious gap that there is still no law mandating the state to provide protection to victims and witnesses in human trafficking cases.

In addition, state agencies are considered to be inefficient at implementing and/or enforcing regulatory monitoring mechanisms that are considered to be at the forefront in the fight against corrupt practices. Established procedures for monitoring public claims against public officials need to be reconsidered in this light.

Finally, there seems to be a lack of coordination among organizations that work on short-term strategies to fight trafficking—protection, aid for victims, police activities, shelters—and those working on long term strategies—prevention. Without established modes of cooperation among these groups, there may be an overlap in their activities. Recognizing where these duplicate efforts could be eliminated, and successful efforts replicated, will strengthen the ability of these organizations to provide their services and lead to more successful results.

SECTION III

Recommendations⁷

A. Prevention

There are numerous civil society organizations in Ecuador working with youth victims of trafficking in addition to other forms of exploitation, such as child labor or violence; however, there is little coordination among those groups on anti-trafficking efforts. Organizations working on similar anti-trafficking activities and groups working directly with victims would strengthen their activities if they combined their efforts, enabling them to have a larger impact and reduce the incidence of duplication. Technical assistance in developing and managing larger scale activities could be provided to these organizations. Ideally, this activity would create stronger programs with far reaching results. Available support ideally should be provided to organizations and groups who demonstrated their capability to address anti-trafficking issues or work with victims, including both long-term and short-term projects.

Once formed, networks could benefit from forums held periodically to discuss challenging cases, developing trends, obstacles, achievements of social impact, sustainability issues, etc. Once networks are created, some organizations may choose to create sub-groups within the larger network to focus on more specialized areas of concerns such as social impact litigation, fostering legislative reform (regulations, ordinances), organizing study-visits in the region, or hosting workshops and roundtables.

The following are specific recommendations in the prevention of human trafficking:

- Assist national and local civil society, governmental bodies, and others working on human trafficking prevention, protection, prosecution, and reintegration through the creation of networks with those working on the same anti-trafficking matter.
 - Expand already established awareness-raising networks, such as those organized by CRS, Peace Corps, and INNFA, and create new awareness-raising networks touching upon other anti-trafficking trends.
 - Establish law enforcement networks, such as:
 - A working group on anti-trafficking protection and legal action, led by DINAPEN, and including the District Attorney's Sex Crimes Unit and the Protection Program for Witnesses and Victims. Their work intersects with the FNJ, the Ministry of Government/Interior's Police Unit against Illegal Migration and Smuggling, the National Council on Women, and the National Institute for Children, Family and Adolescents, among others.
 - A joint collaboration between DINAPEN, the Ministry of Health (MOH), the Civil Registration, and municipal governments enabling them to work together to provide land for more shelters and services.

⁷ Performance indicators for the recommended activities are available in Annex C.

- Map out all organizations, government bodies, etc. in Ecuador involved in anti-trafficking work, categorizing by work focus (prevention, victim assistance, etc.), geographic coverage, target group, relationships with other organizations and state institutions, and their access to and participation with already existing networks.

B. Prosecution

Although the work of the American Bar Association in Ecuador is a good example of success in building technical capacity, there are some needs within the legal and law enforcement sector, and among service providers, that have not been met. Law enforcement, legal professionals, and service providers (Ecuadorian consulates, social workers, gender commissions, etc.) still require specialized multi-disciplinary *sustainable* anti-trafficking trainings (e.g., train-the-trainers, proper identification, protection, investigation and prosecution of cases, etc.).

The GOE has only recently drafted the *National Action Plan against Kidnapping, Illegal Trafficking of Migrants, Sexual and Labor Exploitation, Exploitation and Prostitution of Women, Boys, Girls and Adolescents, Child Pornography, and Corruption of Minors* (NAP) pending presidential approval, which law enforcement, legal professionals, and all governmental bodies dealing with human trafficking cases should be very familiar with. Training is needed on the procedures and governmental policy developed in the NAP. If not already identified in the NAP, law enforcement, legal professionals, and governmental bodies confronted with trafficking cases should have clear procedural guidelines to follow. Internal procedures should clearly delineate responsibilities and accountabilities for each unit or agency involved in processing a case through the legal procedure.

The following are recommendations for enhancing prosecution of human trafficking cases in Ecuador:

- Support law enforcement and legal professionals to better identify, investigate, and prosecute human trafficking cases.
 - Incorporate a team comprised of judicial police officers, the child welfare police, and special prosecutors in each cantonal police station with the aim of helping these front line agencies become better equipped to identify and protect (through referral assistance) victims of human trafficking and other forms of child exploitation at the local municipal levels.
 - Develop standard operating procedures enhancing communication (horizontal and vertical) among law enforcement and legal professionals during the investigative and prosecutorial process.
 - Develop a training manual with up-to-date ministerial regulations, departmental procedures and best practices for human trafficking cases.

C. Protection

Service providers working directly with victims of trafficking have not received enough technical assistance. They could use technical assistance in training their social workers, psychologists, and others working on the premises with trafficking victims. For example, the

Shelter of Young Mothers could use assistance from specialists to build their staff's capacity and manage victims' cases. The increased capacity of shelters, such as the one mentioned above, results in increased victim protection in Ecuador. In addition, several areas of the country, such as Guayaquil, could benefit from an expanded system of shelters and services.

The GOE needs assistance in bolstering the existing judicial system to accept, legislatively and structurally, modern methods of protecting victims and witnesses who testify in a trafficking or trafficking-related case. Protective methods of providing evidentiary testimony in court include written testimonies or video-linkage, for example. Without the implementation of such viable options, the testimony of a victim-witness will continue, more often than not, to be negatively affected due to the victim's sense of fear and intimidation at having to directly confront her/his alleged trafficker in the court room.

The following are protection recommendations:

- Provide technical assistance to both CONAMU and CNNA (both charged with working with victims of trafficking) in carrying out their mandate according to the new GOE trafficking in persons plan.
- Build and strengthen the overall technical capacity of those working on trafficking prevention, protection, and prosecution.
- Establish a manual of trafficking trends, lessons learned, and operational standards and procedures employed to execute the trafficking law.
- Assist Ecuadorian civil society in advocating for a victim and witness protection law
 - Increase participation among citizens and policy making groups in order to create a legal movement and interest at the local government level.
 - Continue to recognize and duplicate in other municipalities the anti-trafficking work being conducted by DNI and ARD3 in Santo Domingo de los Colorados.
- Provide technical assistance to the GOE in drafting a victim and witness protection law
 - Draft legislation making specific reference to the state's obligation to provide trafficked victims with assistance and protection (shelter, compensation, immigration status for foreign victims, etc.).

ANNEX A

List of Individuals and Organizations Interviewed

(March 1 –14, 2006)

David Hatch, SDO Officer
Roberto Figueredo, DG Director
Alexandria Panehal, Mission Director
USAID Ecuador

Major Mary Jimenez, Deputy Director
DINAPEN
Ministry of Government/Interior

Isabel Moncayo, Public Relations Coordinator
Robert Natiello, Program Consultant
IOM Ecuador

Virginia Gomez, Executive Director
CEPAM Quito

Dana Platin, Program Director
Peace Corp Ecuador

Patricia Esquetini, Executive Director
Alicia Arias, Program Coordinator
ESQUEL

Fernando Lopez, Technical Coordinator
Sandra Ojeda, Project Coordinator
NGO Defensa de los Ninos Internacional (DNI)

Diego Zalamea, Director of Legal Policies
Tania Moreno, Special Prosecutor Unit for Sexual Crimes
Elena Carrion, Head of Protection Program
Ministry of Public

Cornelio Tamariz, Executive Director
INNFA

Patricia Calero, Senior Advisor
Susy Garbay, Technical Consultant
CNNA

Angelica Palacios, Program Coordinator
NGO Fundación Nuestros Jóvenes

Rosemary Macray
Political Officer
US Embassy Ecuador

Maria Paret de Palacio, First Lady of Ecuador
President of INNFA

Angel Saltos
President, Ricky Martin Foundation

Carlos Arrobo, Program Coordinator
Ernesto Rhon, Project Consultant
ABA Ecuador

Consuelo Bowen, Women-at-Risk Program Coordinator
CONAMU

Mike McMahon, DHS
Luis Baquerizo, DHS
US Embassy Ecuador

Berenice Cordero, Institutional Reform Program Officer
UNICEF Ecuador

Edgar Avalos, Head of Planning Unit
Ministry of Tourism

Hernan Flores, Prosecutor,
Smuggling and Illegal Migration
Ministry of Public

Bella Villareal, Coordinator of Women Commissions
DINAGE
Ministry of Government/Interior Division on Gender

Patricio Benalcazar, Program Coordinator
Catholic Relief Services Ecuador

Luis Alvarez, National Program Coordinator
Carlos Diaz, PRONESA Project Coordinator
Ministry of Education

Kristin Anderson, Peace Corp Volunteer
NGO Fundación Junto con los Niños (Guayaquil)

Miriam Alcivar, Executive Director
Gina Godoy, Legal Services Coordinator
CEPAM Guayaquil

Roberto Vernimen, Director, Social and Education Department
Maria Lorena Jalon, Project Coordinator
Gladys Romoleroux, Project Head
Majory Moscoso, Project Assistant
Municipal of Guayaquil

Marcela Estrada, Prosecutor
Special Prosecutors Unit for Sexual Crimes
Ministry of Public Guayaquil

Monica Ribera, Prosecutor
Jose Menendez, Prosecutor
Smuggling and Illegal Migration Unit
Ministry of Public

Bolivar Grande, Police Officer
Judicial Police
Ministry of Government/Interior

Luis Echeverria, Police Officer
DINAPEN
Ministry of Government/Interior

Sharon Ketchum
Consular Officer
US Consulate Guayaquil

Henry Medina, Head
Laura Villamar, Commissioner
Women Commission Office #4 (Guayaquil)
Ministry of Government/Interior

Ligia Merizalde, Program Coordinator
Geneva Global Ecuador

Carlos Ortega, Academy Training Instructor
Judicial Police
Ministry of Government/Interior

Maria Verguez, Program Coordinator
Save the Children Ecuador

Macarena Vega, Program Coordinator
Segundo Andrango, Project Coordinator
Ana Garces, Field Supervisor
NGO ARD 3D

Yadira Bayas, Vice Mayor
Municipal of Santo Domingo

ANNEX B

Ecuadorian National Commission
Against
Trafficking in Persons

Ministry of Government/Interior

Official Gazette 410
Executive Decree No. 1981
8/2004

Secretariat

Ministry of Government/Interior Division on Gender
(DINAGE),
National Council on Children and Adolescents (CNNA)
National Council on Women (CONAMU)

Members

Ministry of Government/Interior Division on Gender (DINAGE)
National Council on Women (CONAMU)
National Council on Children and Adolescents (CNNA)
Ministry of Government/Interior Child Welfare Police (DINAPEN)
National Institute of Children and the Family (INNFA)
Ministry of Public (MOP)
Ministry of Health (MOH)
Ministry of Education (MOE)
Ministry of Labor (MOL)
Ministry of Foreign Affairs (MFA)
Civil Society Organizations (CSOs)
Ministry of Tourism (MOT)⁸

- National Commission Subgroups: prosecutions, legal reform, public campaigns
- Specialized Prosecutors Unit
- Specialized Child Welfare Police
- Victim and Witness Protection Program

- Criminal Code Provisions against TIP, Child Pornography, Child Labor and Sexual Tourism, Migrant Smuggling (Official Gazette No. 45, June 23, 2005)
- Draft National Action Plan to Combat Human Trafficking
- Draft National Action Plan on Gender
- UN Palermo Protocol Ratified
- Children and Adolescent Code

⁸ The MOT is not a formal member, but representatives do attend meetings.

Ecuador Anti-trafficking ACTIVITY and INDICATOR Recommendations

CATEGORY: PREVENTION

INTERMEDIATE RESULT	INDICATORS	ACTIVITY
<p>Civil society, governmental and other organizational capacity to implement anti-trafficking prevention, prosecution, and protection initiatives increased</p>	<p>1. Number of anti-trafficking networks created.</p>	<p>Assist national and local civil society organizations, governmental bodies, and others working on human trafficking prevention, protection, prosecution, and reintegration through the creation of networks with those working on the same anti-trafficking matters.</p>
	<p>2. Number of anti-trafficking networks enlarged (e.g., accepting new members, working in different geographic locations, etc.).</p>	<p>Map out all organizations, government bodies, etc. in Ecuador involved in anti-trafficking work, categorizing these organizations by work focus (e.g., prevention, victim assistance, etc.), geographic coverage, target group, relationships with other organizations and state institutions, and their access to and participation with already existing networks.</p>

CATEGORY: PROSECUTION

INTERMEDIATE RESULT	INDICATORS	ACTIVITY
<p>Civil society, governmental and other organizational capacity to implement anti-trafficking prevention, prosecution, and protection initiatives increased</p>	<p>1. The formation of new law enforcement teams—judicial police officers, child welfare police, and special prosecutors in Ecuador’s cantonal police stations—equipped with the knowledge and tools to fight trafficking.</p> <p>2. Number of law enforcement personnel and legal professionals knowledgeable about up-to-date ministerial regulations, departmental procedures, and human trafficking best practices.</p> <p>3. Number of new relationships built between law enforcement and legal professionals on human trafficking cases.</p>	<p>Support law enforcement and legal professionals to better identify, investigate, and prosecute human trafficking cases.</p>

CATEGORY: PROTECTION

INTERMEDIATE RESULT	INDICATORS	ACTIVITY
<p>Civil society, governmental and other organizational capacity to implement anti-trafficking prevention, prosecution, and protection initiatives increased</p>	<p>1. Number of individuals working for CONAMU and CNNA trained by USAID/Ecuador to carry out their mandate as outlined in the National Action Plan against Kidnapping, Illegal Trafficking of Migrants, Sexual and Labor Exploitation, Exploitation and Prostitution of Women, Boys, Girls and Adolescents, Child Pornography, and Corruption of Minors.</p>	<p>Provide technical assistance to both CONAMU and CNNA, as charged with working with victims of trafficking, in carrying out their mandate according to the new GOE trafficking in persons plan.</p>
	<p>2. Number of individuals from civil society and the GOE trained to work directly with victims of trafficking, identify trafficking victims, and investigate and prosecute trafficking cases, among other prevention, protection and prosecution activities.</p>	<p>Build and strengthen the overall technical capacity of those working on trafficking prevention, protection, and prosecution.</p>
	<p>a. Number of victims of trafficking receiving new services from civil society organizations as a result of USAID/Ecuador trainings.</p> <p>b. Number of new victims of trafficking identified by those groups trained (e.g., Police) in victim identification.</p> <p>c. Number of cases prosecuted by law enforcement and legal specialists educated or trained through USAID/Ecuador funding.</p>	<p>Establish a manual of trafficking trends, lessons learned, and operational standards and procedures employed to execute the trafficking law.</p>
	<p>3. Number of organizations and government bodies using training manual.</p>	<p>Assist Ecuadorian civil society in advocating for a victim and witness protection law.</p>
	<p>4. The passage of a national victim and witness protection law.</p> <p>5. Number of technical recommendations made by USAID/Ecuador used in Ecuador's draft victim and witness protection law.</p>	<p>Provide technical assistance to the GOE in drafting a victim and witness protection law.</p>

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