

**International Labour Organization (ILO)
International Programme on the Elimination
of Child Labour (IPEC)**



**YUNNAN PROVINCE, CHINA
SITUATION OF TRAFFICKING IN CHILDREN AND WOMEN:
A RAPID ASSESSMENT**

**By
Yunnan Province Women's Federation
In collaboration with
Yunnan Provincial Bureau of Statistics,
Bureau of Statistics, Education Commission, and
Justice Bureau of Jiangcheng and Menghai Counties**

August, 2002

For ILO Mekong sub-regional project to combat trafficking in children and women

Copyright © International Labour Organization 2002
First published 2002

Publications of the International Labour Office enjoy copyright under Protocol 2 of the Universal Copyright Convention. Nevertheless, short excerpts from them may be reproduced without authorization, on condition that the source is indicated. For rights of reproduction or translation, application should be made to the Publications Bureau (Rights and Permissions), International Labour Office, CH-1211 Geneva 22, Switzerland. The International Labour Office welcomes such applications.

For translations from English: Libraries, institutions and other users registered in the United Kingdom with the Copyright Licensing Agency, 90 Tottenham Court Road, London W1T 4LP [Fax: (+44) (0)20 7631 5500; email: cla@cla.co.uk], in the United States with the Copyright Clearance Center, 222 Rosewood Drive, Danvers, MA 01923 [Fax: (+1) (978) 750 4470; email: info@copyright.com] or in other countries with associated Reproduction Rights Organizations, may make photocopies in accordance with the licences issued to them for this purpose.

ILO/IPEC

Yunnan Province, China – Situation of Trafficking in Children and Women: A Rapid Assessment

Bangkok, International Labour Office, 2002

ISBN 92-2-113306-2

The designations employed in ILO publications, which are in conformity with United Nations practice, and the presentation of material therein do not imply the expression of any opinion whatsoever on the part of the International Labour Office concerning the legal status of any country, area or territory or of its authorities, or concerning the delimitation of its frontiers.

The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not constitute an endorsement by the International Labour Office of the opinions expressed in them.

Reference to names of firms and commercial products and processes does not imply their endorsement by the International Labour Office, and any failure to mention a particular firm, commercial product or process is not a sign of disapproval.

ILO publications can be obtained through major booksellers or ILO local offices in many countries, or direct from ILO Publications, International Labour Office, CH-1211 Geneva 22, Switzerland. Catalogues or lists of new publications are available free of charge from the above address, or by email: pubvente@ilo.org.

Copies of this publication can be obtained at:

ILO Mekong subregional project to combat trafficking in children and women
2nd Floor, UN Service building
Rajdamnern Nok Avenue, PO Box 2-349
Bangkok 10200 Thailand

Visit our project website at: www.ilo.org/asia/child/trafficking

Printed in Thailand

FOREWORD

The worst forms of child labour, including trafficking, are issues of grave concern. Throughout its history, the ILO has been working hard to ensure recognition of the fundamental human right to freedom from forced labour and child labour. Indeed, the ILO's Constitution and Declaration of Philadelphia upholds this principle unequivocally.

The ILO Forced Labour Convention, 1930 (No. 29) and the ILO Minimum Age for Labour Convention, 1973 (No. 138) serve as important landmarks, while most recently the ILO's Declaration of Fundamental Principles and Rights at Work, and the Worst Forms of Child Labour Convention, 1999 (No. 182) have added a greater impetus to the struggle to halt these terrible practices. And yet we face enormous challenges. The magnitude of the problems is huge, while the nature of the problems means they are largely invisible to the public eye.

On a more encouraging note, we have seen an unprecedented interest in the fight against the worst forms of child labour and trafficking in recent years. The ILO has been at the forefront of international efforts to combat trafficking within the framework of the ILO Convention No. 182. In Southeast Asia, the ILO's work includes a project to combat trafficking in women and children in the Greater Mekong Sub-region, funded by the United Kingdom's Department for International Development (DFID). The project focuses on prevention of internal and cross-border trafficking in children and women for labour exploitation, including sexual exploitation. In preparation for the project interventions, a series of rapid assessment investigations on trafficking were carried out, including this study.

This study was jointly designed by the Population and Social Science and Technology Division of the Yunnan Bureau of Statistics and the Statistics Scientific Research Institute of Yunnan Province. It was implemented by the Women's Federation, the Bureau of Statistics, the Education Commission, and the Justice Bureau of Jiangcheng and Menghai Counties, as well as by their counterparts in the townships studied.

Technical editing was carried out by Eriko Kiuchi and Caspar James Trimmer with the assistance of Zhu Huie, Jinghong Zhang, Hans van de Glind and Herve Berger. To partners who contributed, through individual or collective efforts, to the realisation of this report, I would like to express our sincere gratitude.

I hope that this publication will result in a better understanding of the issue of trafficking in China's Yunnan Province, and allow us to focus more clearly on the challenges that lie ahead.

Yasuyuki Nodera
ILO Regional Director
Asia Pacific Region

TABLE OF CONTENTS

	Page
FOREWORD	i
TABLE OF CONTENTS	iii
ACKNOWLEDGMENTS	v
TRAFFICKING DEFINED	v
MAP OF YUNNAN PROVINCE	vi
EXECUTIVE SUMMARY	vii
CHAPTER 1: INTRODUCTION	1
1.1 Overview of Woman and Child Trafficking in China	1
1.2 Trafficking in Yunnan Province	1
1.3 The ILO-IPEC-TICW Project and Focus Areas in Yunnan Province	2
CHAPTER 2: PURPOSES AND METHODOLOGY OF THE STUDY	5
2.1 Purposes of the Study	5
2.2 Study Methods	5
2.3 Structure of the Report	6
CHAPTER 3: TRAFFICKING IN JIANGCHENG COUNTY	7
3.1 Profile of the County	7
3.1.1 Economic Development	7
3.1.2 Population and Employment	8
3.1.3 Educational Levels	8
3.2 Trafficking of Women and Children in Jiangcheng County	9
3.3 Trafficking Case Studies	9
CHAPTER 4: TRAFFICKING IN MENGHAI COUNTY	13
4.1 Profile of the County	13
4.1.1 Economic Development	13
4.1.2 Population and Employment	14
4.1.3 Educational Levels	14
4.2 Trafficking of Women and Children in Menghai County	15
4.3 Trafficking Case Studies	16
CHAPTER 5: KEY FINDINGS AND CONCLUSIONS	19
5.1 Trafficking in Yunnan: Current Situation	19
5.2 Push and Pull Factors in Trafficking of Women and Children	20
5.2.1 Pull Factors	20
5.2.2 Push Factors	21
CHAPTER 6: RECOMMENDATIONS FOR ACTION	23
ANNEXES	
ANNEX 1: SAMPLING METHOD	29
ANNEX 2: COUNTY-LEVEL DATA-GATHERING FORM	30
ANNEX 3: VILLAGE-LEVEL DATA-GATHERING FORM	34
ANNEX 4: HOUSEHOLD SURVEY QUESTIONNAIRE	36
ANNEX 5: SUPPLEMENTARY QUESTIONS FOR RESPONDENTS WITH EXPERIENCE OF LABOUR MIGRATION	38

ANNEX 6: LAWS, REGULATIONS AND DOCUMENTS RELEVANT TO THE SUPPRESSION OF TRAFFICKING IN CHILDREN AND WOMEN	39
ANNEX 7: FINDINGS OF THE VILLAGE AND HOUSEHOLD-LEVEL SURVEYS, JIANGCHENG COUNTY	40
A7.1 Basic Data on the Villages and Households Surveyed	40
A7.1.1 Village Level	40
A7.1.2 Household Level	41
A7.1.3 Migrant Workers in Surveyed Households	42
ANNEX 8: FINDINGS OF THE VILLAGE AND HOUSEHOLD-LEVEL SURVEYS, MENGHAI COUNTY	43
A8.1 Basic Data on the Villages and Households Surveyed	43
A8.1.1 Village Level	43
A8.1.2 Household Level	44
A8.1.3 Migrant Workers in Surveyed Households	45
ANNEX 9: SELECTION OF TARGET TOWNSHIPS FOR PROJECT WORK	47
A9.1 Jiangcheng County	47
A9.1.1 Jiangcheng: Profiles of the Shortlisted Townships	47
A9.2 Menghai County	49
A9.2.1 Menghai: Profiles of the Shortlisted Townships	49

TABLES AND FIGURES

Table 3.1: Key Economic Development Indicators in Jiangcheng County, compared with Provincial Levels, 2000	7
Table 3.2: Key Economic Indicators in Jiangcheng County, compared with Provincial Levels, 2000	7
Table 3.3: Population and Employment in Jiangcheng County, 1995 and 2000	8
Table 3.4: Key Educational Indicators in Jiangcheng County, 2000	8
Table 3.5: Migrant Workers and Trafficked Women in Jiangcheng County	9
Table 4.1: Key Economic Development Indicators in Menghai County, 1999, compared with Provincial Levels, 2000	13
Table 4.2: Key Economic Indicators in Menghai County, 1999, compared with Provincial Levels, 2000	13
Table 4.3: Population and Employment in Menghai County, 1995 and 1999	14
Table 4.4: Key Educational Indicators in Menghai County, 1999	14
Table A7.1: Jiangcheng Village-level Survey: Survey Population	40
Table A7.2: Jiangcheng Village-level Survey: Economic Indicators	40
Table A7.3: Jiangcheng Village-level Survey: Developmental Indicators	41
Table A8.1: Menghai Village-level Survey: Survey Population	43
Table A8.2: Menghai Village-level Survey: Economic Indicators	43
Table A8.3: Menghai Village-level Survey: Developmental Indicators	43
Table A8.4: Age and Gender Distribution of Survey Sample Household Residents, Menghai	44
Table A8.5: Educational Levels of Survey Household Residents, Menghai	44
Table A8.6: Household Survey Respondents' Educational Expectations for Children, Menghai	45
Table A9.1: Comparison of Key Indicators in the Four Townships and Jiangcheng County, using Data from the Village-level Survey, 2000	47
Table A9.2: Comparison of Key Indicators in the Four Townships and Menghai County, using Data from the Village-level Survey, 2000	49
Figure 1: Trafficking and Rescue of Women and Children in Jiangcheng County, cases reported to the Jiangcheng Public Security Department, 1995 to 2000	9
Figure 2: Trafficking of Women and Children in Menghai County, cases reported to the Menghai Public Security Department, 1996 to 2000	15

ACKNOWLEDGMENTS

This study was designed jointly by the Population and Social Science and Technology Division of the Yunnan Bureau of Statistics and the Statistics Scientific Research Institute of Yunnan Province. It was implemented by the Women's Federation, the Bureau of Statistics, the Education Commission, and the Justice Bureau of Jiangcheng and Menghai Counties, and their counterparts in the townships studied.

TRAFFICKING DEFINED

The ILO Worst Forms of Child Labour Convention (No. 182), 1999 declares the trafficking of girls and boys under 18 year of age to be a practice similar to slavery, and as such, one of the worst forms of child labour.

ILO-IPEC Mekong Sub-Regional Project to Combat Trafficking in Children and Women takes as its working definition of trafficking “the recruitment and/or transportation of persons for labour exploitation by means of violence, threat, deception or debt-bondage”.

MAP OF YUNNAN PROVINCE



EXECUTIVE SUMMARY

In 2000, ILO-IPEC (the International Programme on the Elimination of Child Labour of the International Labour Organization) launched the Mekong Sub-Regional Project to Combat Trafficking in Children and Women (IPEC-TICW). This project aims to substantially prevent internal and cross-border trafficking in children and women for labour exploitation, including sexual exploitation. Activities are scheduled to be implemented in Cambodia, Lao PDR, Thailand, Viet Nam, China (Yunnan Province) and at the sub-regional level.

ILO-IPEC established a project office in Kunming, Yunnan Province to oversee implementation of the project's China component. Among the office's first tasks were to assess the current status of trafficking of women and children in Yunnan, and to identify four townships for project implementation to focus. The office sought the cooperation of a number of local government agencies and the Women's Federation in carrying out a rapid assessment of prevailing socio-economic conditions and the nature and extent of trafficking in women and children in the province. This report presents the main findings of the rapid assessment conducted in early 2001 and makes several recommendations for action by the project.

Since the 1980s, trafficking in women in children has grown in China at an alarming rate. Today it threatens the social stability and development of many rural communities as well as causing enormous distress to many individuals and families. In Yunnan, the eighth-largest province in China and one of the areas worst affected by trafficking, on average over 1,000 children and women are trafficked annually.

Recognizing the gravity of the problem, the Chinese Government has built up a comprehensive framework of anti-trafficking laws and regulations, with severe penalties for traffickers and for purchasers of trafficked women and children. In addition, China has ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 1979, the UN Convention on the Rights of the Child (CRC), 1989, the ILO Minimum Age Convention (No. 138), 1973, and the ILO Worst Forms of Child Labour Convention (No.182), 2002. Despite all this, the problem continues to grow.

The Survey

The rapid assessment combined a national and province-level overview of human trafficking with a multi-level survey implemented in two of Yunnan's southernmost counties: Jiangcheng County in Simao Prefecture and Menghai County in Xishuangbanna Prefecture. The two counties had already been identified as focal areas for implementation of the IPEC-TICW project because they have the highest incidence of internal and cross-border trafficking in Yunnan Province. Both are situated in very mountainous border areas and populated overwhelmingly by ethnic and national minority groups.

The investigators gathered available statistical data at county and village level and visited selected villages to interview householders on household conditions, health and legal awareness, and experiences of migrant labour and trafficking.

Findings

A distinctive feature of human trafficking in the two counties investigated is that most women and children are trafficked for forced marriage or adoption. Rural men are willing to pay substantial sums for a trafficked bride who can bear children and extend the family line. Two important factors driving this are exorbitant costs surrounding traditional weddings, which even the poorest are expected to pay, and the great number of young rural women who are leaving their villages to seek a better life in the cities. Similarly, families will pay traffickers for infants, almost always boys, who they will adopt as their own.

Yet while trafficking for forced marriage and adoption still accounts for most internal trafficking of women and children in Yunnan Province, the number of women and children trafficked for sexual exploitation is increasing rapidly. This is particularly true in border areas that provide easy access to other relatively wealthy neighbours in Southeast Asia. This pattern is clearly illustrated by the trafficking experiences related by respondents in the household survey: most of those in Menghai, which shares a long border with Myanmar, involved smuggling to Myanmar, Thailand and/or Malaysia for sexual exploitation, while those in Jiangcheng, which borders Lao PDR and Vietnam, were all for forced marriage.

Another recent trend affecting trafficking patterns is the growing number of young women from poor, underdeveloped farming communities migrating to find better work and opportunities in the cities. Even in low-paid, low-skilled work like waitressing or domestic service, young women can make much more money than they can in agriculture, and experience a more modern consumer lifestyle. As well as exacerbating the problem of trafficking for forced marriage, this female labour migration is creating easy opportunities for traffickers, who can lure victims with false offers of work.

Some fundamental factors make women from remote rural areas particularly vulnerable to trafficking. Poor education is a cross-generational issue. Many adults in these rural areas are uneducated and illiterate. Few have more than primary education. This limits the knowledge and skills they can pass on to their own children as well as limiting their own awareness of risks their children may face from traffickers and of the legal protection available. School attendance is far higher among the current generation of children, though many still stop their studies after primary school and a significant proportion fail to complete even primary school.

In addition, in both Menghai and Jiangcheng, almost all of the rural population belongs to an ethnic or national minority group, many of whom speak a separate language and are somewhat excluded from mainstream Chinese culture. This further limits their awareness of the risks of modern life in urban China and, perhaps, of their rights as Chinese citizens. Girls growing up in these communities often emerge naive and glibble, all too easily deceived by traffickers.

On the other side, more and more people are willing to violate the fundamental rights of others and risk severe punishment by abducting and trafficking women and children – because lucrative markets exist and because, even though there is a good deal of legislation against trafficking, local authorities have not been able successfully to suppress it, through lack of resources or lack of will.

As markets for trafficked women and children grow and change, traffickers are adapting their tactics. Whereas in the past traffickers targeted women in their 20s or 30s, they are now increasingly trafficking younger women and girls, some in their early teens. To feed the market for trafficked infants, traffickers are now resorting to kidnapping, whereas in the past they could usually find poor parents willing to sell their babies.

Women are increasingly becoming involved in trafficking operations, especially in identifying and abducting victims. Very often, female friends and relatives of the victims, many of them victims of trafficking themselves, lure the victims into the hands of the traffickers. Women also help in the adoption of trafficked infants by pretending they are the natural mothers to facilitate the legal process.

Local authorities, including police, must shoulder much of the responsibility for the continued prevalence of trafficking – whether through failure to act or actual collusion with the traffickers. Forced marriages are legally registered despite the bride's unwillingness. Local police fail to stop traffickers from operating again and again in the same villages, despite numerous complaints by victims and their families. Few people have ever been prosecuted for buying trafficked women or children.

Report Recommendations

The report recommends establishment of a new, comprehensive anti-trafficking mechanism that reflects the true scale, nature and causes of trafficking in women and children. The new mechanism would complement the direct suppression activities of the public security agencies with action in the spheres of poverty reduction and rural development, education, and legal and health awareness, as well as eliminating weaknesses in existing legislation. It would rely on the commitment and cooperation of a range of stakeholders from grassroots up to national levels, including government and Party agencies, mass organizations like the Women's Federation, and the general public.

From the survey findings, four townships in each county were short-listed for possible project implementation focus. A final selection was made of Qushui and Baozang townships in Jiangcheng County and Mengzhe and Gelanghe townships in Menghai County.

Report Structure

Chapter 1 of the report gives an Introduction to the issue of trafficking in women and children in China and Yunnan Province. Chapter 2 gives a brief run-down of the study's design and implementation. Chapters 3 and 4 profile, respectively, Jiangcheng and Menghai counties, and set out information about trafficking in each county gained from the survey, including case studies from interviews with trafficking victims and their families. Additional survey results not directly related to trafficking are given in Annexes 7 and 8.

Chapter 5 sets out the key findings and conclusions of the survey regarding the status of trafficking in women and children in China and the factors that drive it. Chapter 6 gives recommendations for action.

Annex 1 details the methods used to select random sample villages and households for the survey. Annexes 2 to 5 are the (translated) forms and questionnaires used to gather information in the survey. Annex 6 lists China's laws, regulations and documents relevant to human trafficking. Annex 9 relates the process of selecting focus townships for project implementation, providing profiles of four shortlisted townships in each county.

CHAPTER 1: INTRODUCTION

1.1 Overview of Woman and Child Trafficking in China

Trafficking in women and children is a common concern for many Asian countries. Children and women are trafficked for the sex industry, for begging and soliciting, for manual labour, and as domestic workers. Within China, a large number are trafficked to be sold for forced marriage or, in the case of infant boys, for adoption. Trafficked women and children often end up in virtual slavery, with little or no say over their lives and fates. And increasingly, with localized economic development, growing economic disparities, tourism, and improved communications, trafficking in women and children is becoming a transnational problem.

Trafficking in women and children started to grow in China in the early 1970s, becoming rampant during the late 1980s. Today, it threatens the social stability and development of many rural families and communities, and damages the lives of many people who are its direct or indirect victims.

Globally, human trafficking has become the third-largest source of revenue for international criminal gangs, after trafficking of drugs and arms. The annual turnover of the illegal human trafficking industry reaches billions of US dollars.

The Chinese Government attaches great importance to the suppression of human trafficking. It has enacted and revised a large amount of legislation relating to human trafficking. For example, China has ratified the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), 1979, the UN Convention on the Rights of the Child (CRC), 1989, the ILO Minimum Age Convention (No. 138), 1973, and the ILO Worst Forms of Child Labour Convention (No.182), 2002. In addition, national legislation has included the Resolution to Inflict Severe Punishment on Women and Children Trafficking Criminals, amended and augmented many times since it was passed by the Standing Committee of the National People's Congress in 1999; and the revised version of the Criminal Law, passed by the Fifth Session of the Eighth National People's Congress in March 1997, which was refined with respect to combatting trafficking in women and children.

Following the leadership of successive governments, provinces and regions badly affected by trafficking in women and children have established a Leading Group on Combatting Woman and Child Trafficking, which has launched several large-scale campaigns against the trade in those areas. Public security agencies at all levels are involved in cracking down on trafficking in women and children, with the close cooperation of local government agencies. Their activities embrace investigating and solving major cases, involvement in instituting related policies and measures, and suppressing the market for trafficked women. They have made significant achievements in nationwide campaigns.

A range of factors make some women and children particularly vulnerable to traffickers. Among these are poverty and debt, low levels of education, limited job opportunities, lack of information, dysfunctional families, the desire to repay the debt of gratitude towards parents (common in many Asian cultures), lax law enforcement and the promise of a more modern consumer lifestyle offered by the cities. Research indicates that more and more people are consenting to be trafficked, perhaps because they feel they have no other way to earn a living.

The fact remains that victims of trafficking, in particular children, still find themselves extremely vulnerable to continued exploitation, as they lack livelihood choices and access to services, have illegal status (if trafficked outside their country of origin), and are often unable to speak the local language. Many Chinese women and children who have fallen victim to traffickers have been sold and resold several times. In many cases, the victims have never been heard from again.

1.2 Trafficking in Yunnan Province

Yunnan is the eighth-largest province in China, located in the south and west of the country. It shares a 1,997-km border with Myanmar, a 710-km border with Lao PDR, and a 1,353-km border with Viet Nam. Straddling these borders are ethnic groups sharing similar customs and cultures.

The total population of Yunnan is 43,000,000, including 20,640,000 females and 12,900,000 children. Yunnan is the home of 25 ethnic minority groups totalling over 13 million people. The province's long mountainous borders make it particularly vulnerable to cross-border trafficking of women and children.

Since the 1980s, Yunnan has been severely affected by trafficking in women and children – on average, over a thousand women and children have been trafficked to other provinces and to neighbouring countries annually in recent years. According to Public Security Bureau statistics, from 1995 up to May 2000, some 3,230 trafficking cases involving women and children were solved, with 7,752 traffickers arrested and 923 trafficking gangs identified. These operations enabled 6,543 trafficked women and children to be rescued, while a number of traffickers were sentenced to death or to fixed-term or life imprisonment. While police action is not in itself a complete solution to the problem, its results serve as indicators of the increasing scale and scope of human trafficking in Yunnan.

In recent years, traffickers have gradually moved from only trafficking women to abducting and trafficking children. Trafficking has become increasingly dominated by organized criminal networks.

The provincial government and the Ministry of Public Security appropriate nearly one million RMB each year to fund action against trafficking in women and children. Public security agencies at all levels have established training teams for the handling of major cases, publicity teams, Internet consultation groups, and rescue teams, and have distributed various questionnaires as well as vital equipment for collecting blood samples.

A working system for suppression of human trafficking has been developed that utilizes advanced scientific and technological resources. It enables more rapid exchange of information and more timely identification of, and action against, human traffickers and rescue of trafficked women and children. The modern technologies used include optical data storage and DNA testing to trace and identify trafficking victims, particularly children. This working system has overcome many of the difficulties involved in the suppression of trafficking and rescue of its victims.

During 2000's special drive against trafficking in women and children, about 338 human trafficking gangs were identified across Yunnan Province, and some 3,533 human traffickers were arrested. Over the year, the Provincial Public Security Department dispatched 107 working groups to other provinces, involving a total of 674 policemen and policewomen, who helped to resolve 1,839 trafficking cases and rescue 2,747 trafficked women (of whom 20 were foreigners) and 312 trafficked children.

In 2000, Yunnan Province opted to join the ILO-IPEC Mekong Sub-Regional Project to Combat Trafficking in Children and Women (IPEC-TICW), an anti-trafficking project involving five countries in the Greater Mekong sub-region. A project office was set up in Kunming, capital city of Yunnan. Cross-border trafficking of women and children has been receiving increasing attention from Southeast Asian countries. Co-operation with these countries should do much to control human trafficking in China.

1.3 The ILO-IPEC-TICW Project and Focus Areas in Yunnan Province

Yunnan is made up of 16 prefectures, in turn divided into 128 counties. Those 128 counties contain 1,568 townships and each township is made up of 7 to 12 villages.

The IPEC-TICW project operates in the two prefectures where cross-border trafficking is most prevalent: Simao and Xishuangbanna, in the south of Yunnan along the borders with Lao PDR, Viet Nam and Myanmar.

Project activities focus on one county per prefecture. In Simao, the project focuses on Jiangcheng, a Hani and Yi Nationalities Autonomous County sharing borders with Vietnam and Lao PDR. The county is 93.3% mountainous areas, particularly along the borders. Ethnic minorities make up 81.1% of the population.

The project county in Xishuangbanna is Menghai, a Dai Autonomous County. It shares a 146.5-km border with Myanmar in the west and south, and road links through Myanmar link the county to northern Thailand. Ethnic minorities make up 86.09% of the population.

Both Menghai and Jiangcheng have quite high numbers of rural people who migrate from their villages to seek work every year, and both are source areas for human trafficking. However, local agencies in both counties have considerable capacity to combat trafficking, which is essential for effective implementation of the project. The local governments of both counties attach great importance to the project's work and they have established adequately staffed counterpart authorities. In addition, both counties are relatively close to the Project Office in Kunming.

Since the IPEC-TICW project cannot cover all the towns and villages of the two counties, it was necessary to identify the most appropriate target townships for the project. This was a key function of the rapid assessment described in this report.

CHAPTER 2: PURPOSES AND METHODOLOGY OF THE STUDY

2.1 Purposes of the Study

This rapid assessment was conducted as part of the ILO-IPEC Mekong Sub-Regional Project to Combat Trafficking in Children and Women (IPEC-TICW) in Yunnan Province, China in early 2001. The aims of the study were threefold: to assess and analyze the current situation in the two counties regarding trafficking in women and children and factors that can and do influence it; to identify the most appropriate townships in which to pilot the IPEC-TICW project; and to establish a monitoring and evaluation system, so that the IPEC-TICW project can adjust its focus in response to changing situations.

Under the leadership of the Yunnan Project Office, the study was carried out by staff of the Women's Federation, the Bureau of Statistics, the Education Commission, and the Justice Bureau of Jiangcheng and Menghai Counties, and their equivalents at in the townships being studied. The study was designed jointly by the Population and Social Science & Technology Division under the Yunnan Provincial Bureau of Statistics and the Statistics Scientific Research Institute of Yunnan Province.

2.2 Study Methods

Socio-economic development in the two counties was assessed using statistics¹ from regular surveys by relevant authorities for the period 1995–2000. The basic situations of the target communities and households were assessed by means of stratified multi-stage proportionate group sampling. The sample size identified for the study was 480 rural households from 21 villages in eight townships of Jiangcheng, and 720 rural households from 36 villages in 12 townships of Menghai County. The study targetted 18 to 64-year-old adults in rural households. Annex 1 gives details on the sampling method used.

(I) Questionnaires and forms

Three forms and questionnaires were prepared for the study:

- a form for data on the social and economic development of the county (see Annex 2),
- a village-level questionnaire (see Annex 3),
- questionnaires for a household-level survey, including an extra set of questions for respondents with experience of working outside the locality (see Annexes 4 & 5).

The county-level form covered ten key areas: basic topographic information, economic foundations, population status, employment and participation in economic activities, income and expenditure of residents, social security, education, social order, and poverty alleviation.

The village-level questionnaire covered the following: basic conditions, transportation and communications, educational services, health care, economic structure and labour distribution.

The household-level questionnaire looked at many areas, including basic family status, economic participation, level of general health care knowledge, educational background of household members, level of general legal knowledge, and the conditions of those who had previously migrated for work. One adult member was approached per household.

(II) Case studies

Researchers also identified a number of families in which one or more members had fallen victim to traffickers. Interviews were conducted with returned victims or with victims' families, concerning the circumstances of the trafficking and its outcomes.

¹ Without specific reference, all figures are from the Yunnan Provincial Bureau of Statistics.

(III) The researchers

So that they would more easily be accepted by the survey respondents, all of the researchers were selected at the level of the sample townships. The team in Jiangcheng consisted of 25 people, while that in Menghai consisted of 35 people. All of the researchers were under 35 years old, and of them, 15 in Jiangcheng and 19 in Menghai were women. All of the researchers were provided with a standard training.

(IV) Collection and treatment of the data

The survey was implemented from January 5 to 15 2001.

The Population and Social Science & Technology Division of the Yunnan Provincial Statistics Bureau took responsibility for examination and final collection of data.

(V) Quality-checking

Following the survey, all of the researchers were questioned about the original data collection. The Population and Social Science & Technology Division of Yunnan Provincial Bureau of Statistics carried out a review of the questionnaires and worked out a verification programme.

(VI) Final selection of pilot townships

Taking the information collected through the survey, a fact-finding mission was undertaken by the IPEC-TICW provincial project coordinator in the selected townships of Jiangcheng and Menghai counties. The coordinator consulted with a range of stakeholders, including township leaders, county-level stakeholders, villagers and trafficking victims and their families, to discuss opportunities to improve the socio-economic situation and combine resources.

Following on from this, in March 2001, a meeting was held in Kunming among representative of a number of ministries and bureaus at province, prefecture and county levels. One major objective of the meeting was to identify pilot townships for focused interventions under the IPEC-TICW project. To assist the process, participants were presented with the findings of the survey.

2.3 Structure of the Report

Chapter 1 is an Introduction to the issue of trafficking in women and children in China and Yunnan Province. Chapter 2 gives a brief run-down of the study's design and implementation. Chapters 3 and 4 profile, respectively, Jiangcheng and Menghai counties, and set out information about trafficking in each county gained from the survey, including case studies from interviews with trafficking victims and their families. Additional survey results not directly related to trafficking are given in Annexes 7 and 8.

Chapter 5 sets out the key findings and conclusions of the survey regarding the status of trafficking in women and children in China and the factors that drive it. Chapter 6 gives recommendations for action.

Annex 1 details the methods used to select random sample villages and households for the survey. Annexes 2 to 5 are the (translated) forms and questionnaires used to gather information in the survey. Annex 6 lists China's laws, regulations and documents relevant to human trafficking. Annex 9 relates the process of selecting focus townships for project implementation, providing profiles of four short-listed townships in each county.

CHAPTER 3: TRAFFICKING IN JIANGCHENG COUNTY

3.1 Profile of the County

Jiangcheng County is a Hani and Yi Nationalities Autonomous County located in Simao Prefecture, southern Yunnan Province. Jiangcheng shares a 183-km border with Vietnam and Lao PDR. It covers an area of some 3,460 square km, of which 99.3% is mountainous, particularly along the borders.

By the end of 2000, Jiangcheng had a total population of 100,243, of which 46.8% was female, and 79.8% from ethnic or national minority groups. The 24 ethnic groups that make up Jiangcheng's population include Hani (52.2% of the total population), Dai, Lahu and Yao. Some 8% of the county's population are living in poverty.

3.1.1 Economic Development

Table 3.1: Key Economic Development Indicators in Jiangcheng County, compared with Provincial Levels, 2000

Unit: 100 million RMB

	Total Gross Output	Gross Agricultural Output	Gross Industrial Output	Local Fiscal Revenue	Local Public Expenditure	Volume of Retail Sales of Consumer Goods	Fixed Investments
Jiangcheng County	2.39	1.88	0.89	0.11	0.66	0.06	0.29
Yunnan Province	1,955.28	680	679.06	178	390	583.17	700

Jiangcheng County has a weak economic base which relies strongly on agricultural development. Industrial activity in the county is primarily sugar production and tea processing. Since Jiangcheng's public spending is six times its income, the county relies on financial subsidies from central government and from the province level.

Table 3.2: Key Economic Indicators in Jiangcheng County, compared with Provincial Levels, 2000

Unit: RMB

	Per Capita Output	Per Capita Net Income of Rural Residents	Per Capita Consumption Expenditure of Rural Residents	Disposable Income of Urban Residents	Non-productive Expenditure Urban Residents
Jiangcheng County	2,476	754	706	3,378	*
Yunnan Province	4,636	1,488	1,270.8	6,419	5,282

Table 3.2 highlights the relative poverty of Jiangcheng. In 2000 per capita gross output, per capita net income of farmers and per capita disposable income of urban residents of Jiangcheng County were only half of the average levels across Yunnan Province. Most rural residents had little money left after living expenses.

3.1.2 Population and Employment

Table 3.3: Population and Employment in Jiangcheng County, 1995 and 2000

Unit: 10,000 people unless otherwise stated

Year	Total Population			Rural Employees			Rural Workers in Non-agricultural Production			Migrated to Work Outside the County (unit: individuals)		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
1995	9.08	4.68	4.4	5.25	2.70	2.55	0.17	0.09	0.08	509	180	329
2000	10.02	5.33	4.69	5.60	2.89	2.71	0.36	0.20	0.16	1,600	543	1,057

According to the Jiangcheng County Bureau of Statistics, Jiangcheng had a total population of 100,243 in 2000, with 40,663 rural employees. About 93.7% of this rural workforce was engaged in agricultural production. Between 1995 and 2000, the number of residents migrating to work outside the county migrants more than trebled, from 509 to 1,600. This group includes twice as many females as males.

Since 1995, the natural population growth rate of Jiangcheng County has been about 0.65%, much lower than the provincial average of 1.2%. This is most likely because of the demand for women in urban service industries, and the consequent flow of rural women to the cities.

3.1.3 Educational Levels

Table 3.4: Key Educational Indicators in Jiangcheng County, 2000

Unit: %

Children	Primary School Enrolment Rate	Primary School Completion Rate*	Average Time Spent in Formal Education	Rate of Adult (over-15) Illiteracy**
Male	99.2	86.3	5.5	12.5
Female	99.8	91.2	5.1	25.2
Overall	99.6	87.6	5.3	18.9

* Calculated as a percentage of all children in the age group, whether enrolled or not

** Defined as having received little or no formal education

According to Jiangcheng Education Commission statistics, the average time spent in education in the county is 5.3 years. Some 87.6% of eligible children in the county complete primary education. As Table 3.4 shows, girls are better off in primary school enrolment and completion than boys, though overall they spend less time in education.

Survey data show that among the adult (over-15) population, only 41.7% have received primary school education, while 18.9% are classed as semi-literate or illiterate (i.e. have received little or no formal education). The rate of illiteracy and semi-literacy among women in the over-15 population – 25.2% – is more than double that of men. However, it should be noted that more than 60% of literates and semi-literates in the county are over 50 years old and so are more likely to be grandparents than parents of vulnerable children.

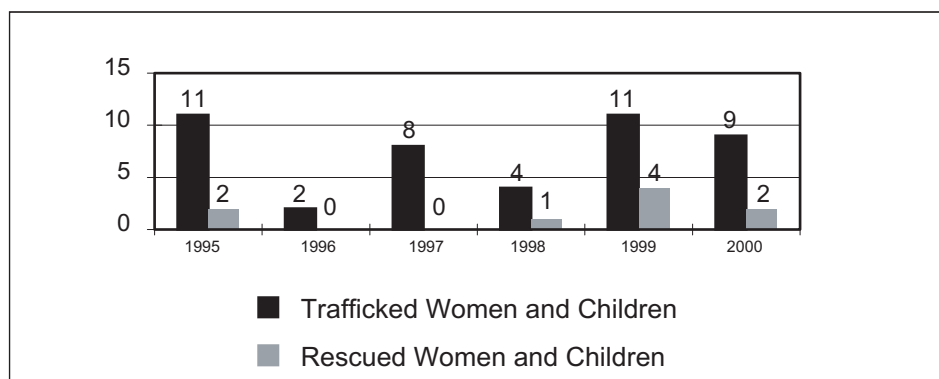
The overall rate of illiteracy in Jiangcheng County is double the average for the province. Since the completion rate of primary school pupils is only 87.6%, 12.4% of pupils fail to complete primary education each year, they will probably require anti-illiteracy interventions in the future.

About 38.6% of all girls in the county are able to carry on their education in junior middle school, while others have to enter the workforce from the age of 12 or 13.

3.2 Trafficking of Women and Children in Jiangcheng County

From 1995 to 2000, the Public Security Department of Jiangcheng County received 45 reports of trafficking in women and children (all involving women), and rescued nine trafficking victims. It is impossible to say with certainty how much trafficking actually took place in Jiangcheng during that period because so many cases go unreported. However, the following data can help us to infer the current situation regarding trafficking in women and children in the county.

Figure 1: Trafficking and Rescue of Women and Children in Jiangcheng County, cases reported to the Jiangcheng Public Security Department, 1995 to 2000



In the 21 sample villages, there were reports of 20 cases of trafficking of women and children. Among those, three were children and two of them were trafficked together with their mothers.

Among 113 migrant workers mentioned by respondents in the household survey, 78 were female and five had lost contact with their families. According to the Yunnan Provincial Bureau of Statistics, in Jiangcheng County in 2000 there were a total of 1,057 female migrant workers, 32% of them under 18 years old. Only 7% of them found jobs through regular employment agencies.

Table 3.5 Migrant Workers and Trafficked Women in Jiangcheng County

Total Migrant Workers	Female Migrant Workers	Female Migrant Workers under 18	Female Migrant Workers Helped by Regular Employment Agencies	Female Migrant Workers Not in Contact with their Families (%)	Number of Trafficked Women
1,600	1,057	338	7	0.05	9

Taking all the data above into account, the actual number of cases of trafficking of women and children in Jiangcheng County is almost certainly much higher than the number reported to the security authorities. It is estimated that there are in fact 20 to 30 cases of trafficking or missing annually.

3.3 Trafficking Case Studies¹

Case One: Chen Mei **Menglie Township, Jiangcheng County**

Chen Mei was trafficked to Henan Province in 1998. At the time, she was 13 years old, attending the first grade of junior middle school, and an average student.

¹ All names in the case studies have been changed.

Chen Mei's family is of Han nationality. Her father was educated to primary level, while her mother has never attended school. Two younger sisters are currently in school. The family's annual net income is 3,000 RMB.

One day in 1998, Chen Mei and two female classmates met two strangers who invited them on a day-trip. They agreed on the spot and left with the strangers, without telling their families or their school. During the journey from Jiangcheng to Kunming and then from Kunming to Henan, the girls did not suspect anything was wrong. However, when they reached Henan they realized they had been abducted and were to be sold for forced marriage.

Even after they realized the girls were missing, none of their parents approached the authorities. Luckily, one of the girls managed to escape and reported what had happened to the local Public Security Department. Chen Mei and the other schoolfriend were then rescued and brought home by Jiangcheng County police officers.

For a long time after she returned home, Chen Mei was haunted by the fear of being trafficked again. She often had crying fits, and eventually abandoned her studies. Two years later, Chen Mei found a job at a hotel in the Jiangcheng county seat, where she earns 400 RMB a month.

Chen Mei was brought up in an enclosed environment, used to simple interpersonal relations. She was curious about the outside world but was extremely naive, with little awareness risk or of how to protect herself. Her parents' failure to report her missing to the police also made her more vulnerable.

Case Two: Yu Mei ***Zhengdong Township, Jiangcheng County***

When she was trafficked in 1997, Yu Mei was 21 years old, unmarried, and serving as a housekeeper for a relative after graduating from junior middle school. Her mother was illiterate and her father deceased. The Dai nationality family's annual net income was 1,550 RMB.

Yu Mei's cousin was trafficked in 1995 and forced to marry a man from Hebei Province, with whom she settled and bore children. In April 1997, the cousin returned to the village and invited Yu Mei to come to her new home in Hebei where, she said, she could find paid work. Yu Mei did not doubt about her cousin's good intentions, and she went to Hebei and lived with her cousin and her husband.

After a month, Yu Mei learned that the husband was arranging for her to be married to a man from another village. She flatly refused and said she wanted to go home. She offered to pay her cousin 3,000 RMB to cover the travel expenses from Jiangcheng to Hebei. However, she was unable to leave and in the end the marriage went ahead, despite her unwillingness.

Yu Mei's cousin's husband in fact made his living from human trafficking. Although they knew it very well, the other villagers were afraid of him and felt powerless to help Yu Mei. Although she was able to move freely around the village, Yu Mei did not approach the local police herself.

After the marriage, Yu Mei's husband kept her confined to the house alone until she had borne their first child. Afterwards, the new husband accompanied her back to her home village, and they settled in Jiangcheng City, where they had another child.

A year later, Yu Mei's cousin and her husband visited Jiangcheng County again. Yu Mei saw them but did not report them to the police.

Despite having a fair level of education and having worked in the county seat, Yu Mei was still unaware of what legal protection was available to her, or even that what happened to her was against the law.

Case Three: Da Mei
Kangping Township, Jiangcheng County

Da Mei ran away from her desperately poor family when she was 15 years old, in third grade of junior middle school. She had never left the county before and had never heard of trafficking in women. Alone in a strange city, she was easily lured by an opportunistic trafficker.

Da Mei's family can grow only enough grain to last half a year for the family, and for the rest relies on what income the father can make as a wage labourer. Da Mei is one of three children, all of whom were in school at the time she was trafficked. Her father completed primary-level education, while her mother completed junior middle school.

One day during the school vacation in November 1999, Da Mei was scolded by her mother for being lazy, staying in bed late instead of seeking part-time wage labour to help the family. Stung, Da Mei decided to run away and took the bus to Simao City, leaving a goodbye note for her mother.

Her plan was to join a classmate who she knew was working in the city as a maid. Then she would look for a job. But by the time night fell on her first day in Simao, she had not found her friend. Standing near a street market, she started crying. An older woman came up to comfort her and offered to help. Da Mei trusted the stranger and was easily persuaded to follow her.

The woman took Da Mei to her house in Shandong Province. To her dismay, Da Mei found herself a virtual prisoner inside a high-walled compound. From conversations with the woman's son, Da Mei started to suspect that she was to be sold for forced marriage. One night, she managed to climb over the wall and escape. After walking alone for two days and two nights, she reported her story at a local police station.

Her family spent over 5,000 RMB to bring her back from Shandong. To raise it, they had gone deep into debt and sold everything of value, including the family cattle – perhaps the most important asset for a rural household. In order to repay the debt as quickly as possible, Da Mei abandoned her studies, left the village once again and found a job in Simao. She earns 300 RMB per month.

Da Mei's naivety in trusting the stranger reinforces the extreme importance of carrying out training on women's self-protection skills in districts seriously affected by trafficking in women and children.

Case Four: Er Mei
Qushui Township, Jiangcheng County

Er Mei was a slow learner who disliked school. After four years in primary school, she dropped out to do farm work, mainly tending cattle. She was trafficked to Jiangsu Province at the end of 1994 when she was 19 years old and sold for marriage. She committed suicide in 1998.

Er Mei was one of six children – four girls and two boys. Both of her parents were illiterate. Four of Er Mei's brothers and sisters had junior middle school education, while the other had only completed primary school. The family was extremely poor, partly because of the large number of children.

One of Er Mei's best friends, who had married a man in Jiangsu Province a few years earlier, came back to the village in 1994 and persuaded Er Mei to go with her to Jiangsu. She said Jiangsu was a good place, where women did not have to do hard work. She said her husband had a pleasant younger brother. If Er Mei liked him, she could stay and marry him. If not, she could just regard the trip as a holiday.

Er Mei told her family about the offer three days before leaving. Although another girl from the village had previously fallen victim to traffickers, Er Mei's parents trusted the friend. They let Er Mei go, giving her around 20 RMB for the trip. When she arrived in Jiangsu, Er Mei was sold to a man for 2,800 RMB and was forcibly married to him.

Er Mei wrote a letter home half a year later to say that her husband frequently beat her, that he was so cruel that he gave her nothing more than sandals to wear in the snow, and that she was underfed even though she was pregnant. She desperately wanted to come home.

However, around that time, both of Er Mei's parents had died. Her 22-year-old sister had become the head of the household, and her brothers and sisters were struggling to make a living. They sent a letter back saying that they could not afford to come and rescue her. In late 1998, Er Mei committed suicide by drinking pesticide.

Two years later, the friend who had tricked Er Mei returned to the village, but Er Mei's sister did not report her to the police, fearing the woman would use witchcraft against the family.

Once again, poor ideas of self-protection made the victim, and her family, vulnerable. During the four years between Er Mei being trafficked and her eventual suicide, her family did not know they could ask for help from government agencies or the police. Poverty also played a major role in preventing Er Mei being rescued.

Case Five: Ni Mei **Qushui Township, Jiangcheng County**

Ni Mei was one of three children in an ethnic Hani family. Her parents are illiterate. All three children completed primary school. The family has 0.2 hectares of land which yields 400 kg of grain annually, and no other income.

As a teenager, Ni Mei had fallen in love with a soldier garrisoned nearby. In 1996, when Ni Mei was 16, the soldier was demobilized and had to return to his home in Guizhou Province. Before he was due to depart, he visited Ni Mei's house and asked if he could take her to Guizhou to marry. Ni Mei's parents tried to persuade her not to go, but she insisted, promising she would return.

Three months later, Ni Mei wrote to her parents from Guizhou to say she was married but that she and her husband had to travel a lot to find wage labour. In April 1998, Ni Mei came back to her home village, telling her parents that she was happy with her husband and his parents. In June, she received a letter from her husband demanding her return. Ni Mei left once again, but since then her whereabouts have been unknown. Neither she nor her husband nor his family has ever written. Because of their poverty, Ni Mei's parents have not gone to Guizhou to look for her.

It is impossible to say where Ni Mei is now. Her parents did not take strong steps to prevent their under-age daughter leaving to get married, suggesting that underage marriage was accepted in this community and that parents paid too little attention to their daughters' well-being. Another matter that deserves note is that despite her age, Ni Mei and her partner easily obtained a marriage certificate in Guizhou, indicating weak enforcement of the marriage laws by the local authorities.

Other Cases:

Several other trafficking and disappearance cases could not be investigated thoroughly, because the victims or their families declined to be interviewed. Most cases were similar to those outlined above. However, there were two incidences of wives being trafficked along with their sons after disagreements with their husbands. Both husbands are still looking for their wives and children.

CHAPTER 4: TRAFFICKING IN MENGHAI COUNTY

4.1 Profile of the County

Menghai County is located in the west of Xishuangbanna Prefecture, in southern Yunnan Province. Menghai shares a 146.5-km border with Myanmar in the west and south. To the east is Jinghong City and to the north, Lancang County.

Menghai has 14 townships, 102 administrative villages and 864 natural villages. It covers some 5,511 square km, of which approximately 95% is mountainous. The county is home to members of 30 ethnic groups, including Dai, Hani, Lahu and Bulang, with minorities making up 86.1% of the total population. The county's pillar industries are grain farming and processing, sugar refining and tea growing, along with rubber and camphor cultivation. Animal husbandry and tourism are secondary industries.

The number of people living in poverty in 1999 was 2,553 - 0.9% of the total population of the county.

Most of the economic indicators used in the following analysis are from 1999, the latest figures available at the time of the survey.

4.1.1 Economic Development

Menghai is an agricultural area with a slim economic base. In 1999, gross economic output from the county totalled 830 million RMB, accounting for 18.7% of the total gross output of Xishuangbanna Prefecture. Thus it ranked last among the prefecture's three constituent counties.

Table 4.1: Key Economic Development Indicators in Menghai County, 1999, compared with Provincial Levels, 2000
Unit: 100 million RMB

	Total Gross Output	Gross Agricultural Output	Gross Industrial Output	Local Fiscal Revenue	Local Public Expenditure	Volume of Retail Sales of Consumer Goods	Fixed Investments
Menghai County (1999)	8.3	4.13	4.07	0.61	2.38	2.25	2.12
Yunnan Province (2000)	1,955.28	680	679.06	178	390	583.17	700

Menghai County is typical of primarily agricultural areas in China in that its public spending is far higher (3.9 times) than its fiscal revenue, so the county relies heavily on subsidies from the central and provincial governments.

Table 4.2: Key Economic Indicators in Menghai County, 1999, compared with Provincial Levels, 2000

Unit: RMB

	Per Capita Output	Per Capita Net Income of Rural Residents	Per Capita Consumption Expenditure of Rural Residents	Disposable Income of Urban Residents	Non-productive Expenditure Urban Residents
Menghai County (1999)	2,832	1,400	1,153	3,378	*
Yunnan Province (2000)	4,636	1,488	1,270.8	6,419	5,282

As Table 4.2 shows, in 1999 the gross economic output per capita in Menghai was considerably lower than the provincial average, while the per capita net income of farmers was slightly lower than the provincial level (and significantly lower than the average of 1,721 for Xishuangbanna Prefecture). Per capita disposable income of urban residents in Menghai was little more than half of the provincial average. Rural residents had little money left after meeting their basic living expenses. Thus, both rural and urban areas of Menghai are poor both for Xishuangbanna Prefecture and for Yunnan Province.

4.1.2 Population and Employment

According to the Statistics Bureau of Menghai County, Menghai had a total population of 293,400 in 1999, of whom 49% were female. Some 84.5% of the population lived in agricultural households. There were 136,500 rural employees, of whom around 51.4% were men. By the end of 1999, more than 5,000 rural residents were leaving their villages to seek work every year, around two-thirds of them women. Nearly 40% of these migrants sought work outside China.

Table 4.3: Population and Employment in Menghai County, 1995 and 1999

Unit: 10,000 people unless otherwise stated

Year	Total Population			Rural Employees			Rural Workers in Non-agricultural Production			Migrated to Work Outside the County (unit: individuals)		
	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female
1995	28.46	14.42	14.04	12.74	6.54	6.20	0.75	0.47	0.28	2,570	771	1,799
1999	29.34	14.95	14.39	13.65	7.01	6.64	1.01	0.65	0.36	5,059	1,739	3,320

The natural population growth rate of Menghai County has slowed from 0.71% in 1995 to 0.347% today, far behind the rate for the whole province, which is 1.2%. As in Jiangcheng County, there is almost certainly a link with the proportionally large number of women among rural-to-urban migrants.

4.1.3 Educational Levels

In 1999, the average time spent in formal education in the county was 6.1 years. The enrolment rate of local primary school students was 97.5%, with that of boys being 99.1% and that of girls being 95.7%. School completion rates are more than 10% lower for both boys and girls, which could be due to recent improvements in enrolment rates as much as to a high dropout rate. Girls lag behind boys in terms of both enrolment and completion.

Table 4.4: Key Educational Indicators in Menghai County, 1999

Unit: %

Children	Primary School Enrolment Rate	Primary School Completion Rate *	Average Time Spent in Formal Education	Rate of Adult (over-15) Illiteracy**
Male	99.13	85.20	6.7	11.5
Female	95.67	83.10	5.5	23.5
Average	97.53	84.23	6.1	17.39

* Calculated as a percentage of all children in the age group, whether enrolled or not

** Defined as having received little or no formal education

As many as 17.39% of people over 15 have received little or no formal education in Menghai. Barely half (52.3%) of the same age group has completed primary-level education. In 1999, around 15% of children failed to complete primary school, and will probably require literacy training later in life. There is a very large gender imbalance in adult (over-15) illiteracy rates – the rate among women is more than double that among men. However, around 60% of those who have received little or no education are over 50 years old. In 1999, Menghai County spent 27.91 million RMB on education.

About 42.6% of girls continue their studies into junior middle school, while others enter the workforce from the age of 12 or 13. Girls' upbringing in rural Menghai tends to leave them unsophisticated, inexperienced

and naive. Their parents, too are largely undereducated, and have little consciousness of the need to protect their daughters. All these factors make rural girls in Menghai extremely vulnerable to traffickers.

4.2 Trafficking of Women and Children in Menghai County

Menghai County shares a long border with Myanmar. Many of the peoples on either side of the border share common languages and similar customs. Local people have been moving fairly freely between the two countries for a long time. Since the 1980s, quite a large number of people from Menghai County have gone abroad for work and business every year. According to official records, 1,041 women from Menghai have crossed the border and entered Myanmar, often travelling on to Thailand or even Malaysia. Some have gone of their own free will, while others have been trafficked and have endured great suffering. Some have never been heard from again.

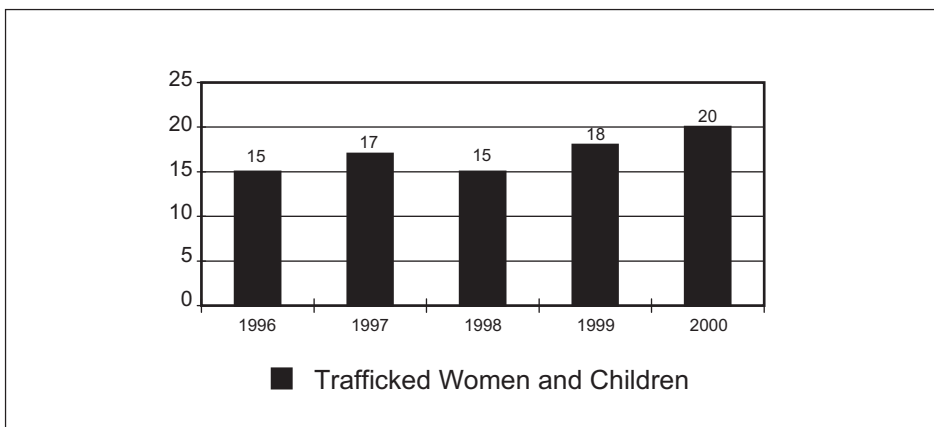
While many cases of trafficking certainly go unreported, figures from the local Department of Public Security can help us to infer the current extent of trafficking of women and children in Menghai.

From 1996 to 2000, a total of 51 cases of trafficking, involving 85 victims, were recorded by the Department of Public Security. These included 12 cases of cross-border trafficking involving 16 victims. Only five trafficking victims have so far returned home.

In 1999, there were 13 trafficking cases recorded. Of the 18 girls and women involved, 10 were aged between 14 and 18. Six had not been to school; five had three years of primary education; two had completed primary education; four had junior middle school education; and only one had reached senior middle school.

In the year 2000, there were another 14 cases reported, involving 20 female victims. Of those, 15 were aged 15–18. Seven had not attended school, seven had reached primary school, four had reached junior middle school education and two senior middle school. Predictably, in both 1999 and 2000, most of the victims had little or no formal education.

Figure 2: Trafficking of Women and Children in Menghai County, cases reported to the Menghai Public Security Department, 1996 to 2000



In the 36 surveyed villages, researchers hear of 26 women being trafficked. Most of the victims were girls aged between 16 and 17.

In the year 2000, 5,059 people in Menghai, including 3,320 women and girls, were recorded as working away from their home villages. Of those, over a third (36%) were under 18 years old and less than 1% had found jobs through regular employment agencies. In the household-level survey, 64 household members were currently working away from their villages. Of those, 37 were female and two had completely lost contact with their families.

Judging from this, we believe that the actual situation of trafficking in Menghai is much more serious than statistics on officially reported cases would indicate. We can estimate that Menghai County actually sees 50 to 100 cases of human trafficking or disappearance every year.

4.3 Trafficking Case Studies¹

Case One: Yu Bai

Menglai Stockaded Village, Menghai County

Yu Bai is the oldest of three children in an ethnic Dai family. Her father and younger brother have never studied at school, while her mother and younger sister have both studied for two years in primary school. The annual net income of the family is 1,500 RMB. At the time when she was trafficked to Thailand, Yu Bai was 17 years old and single, and had studied for three years at primary level.

In July 1997, Yu Bai met a man from a nearby village, who convinced her that she could make more money and improve her standard of living by seeking work outside Menglai. He promised to arrange a job for her through some friends. Not questioning the man's motives and thinking only of how she could help her poor family and see the world, Yu Bai left with the man three days later, without telling her family. The man gave her 400 RMB.

Yu Bai only realized she was being trafficked when she found herself being sold to a buyer for the sex industry, for 8,000 RMB. For about three months, Yu Bai was locked up somewhere in Thailand. She tried to escape, but eventually gave up, because she had little money, did not know the city and could not speak Thai. After a period of "training", Yu Bai was forced into prostitution. In three years she was able to save enough money, and returned to China with the help of an acquaintance who was visiting Thailand.

When Yu Bai disappeared without telling anyone, her parents did not report it to the village authorities until six months after she had gone, when they were "sure she was missing". They did not try to track her down, because they could not afford the expense.

Six people have been trafficked from Menglai, all of them by the same person.

Case Two: Yu Zhuai and Yi Xiang

Menglai Stockaded Village

Two sisters from another ethnic Dai family from Menglai had fallen victim to the same trafficker as in the previous case. Their father has three years of primary education; their mother attended the full six years of primary education, but did not graduate. Both of the sisters had attended primary school. A grandfather and an uncle both live in the household, and are both uneducated. The annual income of this family is about 1,600 RMB.

In 1994 both sisters were lured away with the same promises as Yu Bai. The older sister (Yu Zhuai) had just married her fiancé, a local man. After two years of being forced to work as a prostitute in Thailand, Yu Zhuai was "bought" by a Malaysian tourist for 50,000 Thai baht. She was then married to this man and had his child. In 1999, the Malaysian died, and his mother sent her back home.

The younger sister (Yi Xiang) was 17 when she was trafficked. Yi Xiang, too, was taken to Thailand, but nothing more was heard from her after she was separated from her sister. In November 1999, Yu Zhuai left home again to go to Thailand to look for her. Yu Zhuai has not come back, but has written once from Thailand.

The family have never reported the case to the security authorities and have never tried to track down the sisters.

¹ All names in the case studies have been changed.

Case Three: Yu Han **Manleng Village, Menghai County**

Four girls from Manleng have been trafficked. One of them fell sick and died in Malaysia, two – Yu Han and Yu Luo (see Case Four, below) – have returned home. The other has not been heard from again.

Yu Han comes from a large ethnic Dai family: her father and mother (both graduated from primary school), grandfather and grandmother (both uneducated), a brother (graduated from primary school), and a younger sister (with two and a half years' primary school education). The annual income of this family is about 4,000 RMB.

One day in 1998, when Yu Han was 18, she was walking along the road in her village when she was passed by two men she knew. They invited her and another girl to come for a day trip to Daluo, a small town on the China-Myanmar border. In Daluo, they suggested going on to Small Mengna in Myanmar for more sightseeing. The men took them to a small shop in Small Mengna and introduced them to the hostess. Then they left and did not return.

The hostess invited the girls to stay and work for her for 2,000–3,000 RMB a month. She pressured the girls into signing a contract (they never knew what was in it). However, instead of giving them work, she locked the girls up. Three days later, they were handed over to another Myanmar trafficker and then to a Thai sex industry “recruiter”, who paid 25,000 Thai baht.

Yu Han tried to fight against her situation, and was frequently beaten and tortured for it. Finally she was taken back to the Thai-Myanmar border, where she was arrested in a crackdown on illegal immigrants. After spending three months in prison, Yu Han was sent back to the hostess in Small Mengna, and worked for her. Fifteen months after her abduction, she had saved up enough money to return home.

Unlike the previous cases, Yu Han's parents reported her missing after just a few days. The police were able to arrest the two men who had first abducted Yu Han, but released them again a month later, citing insufficient evidence. Yu Han has filed complaints against the two men several times since her return, but they remain at large as authorities say they still do not have enough evidence to prosecute.

Case Four: Yu Luo **Manleng Village**

Yu Luo, also from an ethnic Dai family in Manleng Village, was trafficked two months after her marriage in 1995, aged 21. She had completed three years of primary education. Her family's annual income was 4,000–5,000 RMB.

After her marriage, Yu Luo had a difficult relationship with her husband. One day, two friends of her brother came to her home (the same two men as in Case Three) and offered to take her to Myanmar, where she could earn 2,000–3,000 RMB per month selling rice noodles. In part to escape her unhappy marriage, Yu Luo decided to go with the two men to Daluo (see Case Three). At Daluo, the men took her into the grounds of a temple and forced her into a cage. In the cage, she was smuggled across the border to a shop in Myanmar. Accompanied by a guard armed with a gun, she was taken on to Thailand and, after being bought and sold by traffickers several times, to Malaysia, to work in a nightclub.

Seven or eight months later, when the boss of the nightclub found she was pregnant, Yu Luo was sent back to the Thai-Myanmar border to have an abortion. Eventually, she was able to go home. During her ordeal, she had been imprisoned, beaten and tortured.

When Yu Luo's parents found her missing, they immediately reported it at the local police station, and set out themselves to search for her – in Daluo, Jinghong, Menghai and elsewhere. When she finally returned home, they filed a complaint with the police against the two men, but as in Case Three, the case was dropped for lack of evidence.

Case Five: Na Yun
Mengzhai Village, Menghai County

Na Yun was from a relatively wealthy ethnic Dai family, with an annual income of some 25,000 RMB. The family consists of her father, who has had no formal education, her mother, who attended two years of primary school, her grandfather and grandmother (both uneducated), and a sister who left school after completing primary education.

Na Yun was 17 at the time she was abducted by traffickers, and had been living with her fiance's family for two years. She had three years of primary education.

In November 1999, Na Yun went shopping in the local township centre. There she met a female acquaintance, Alan, who invited her to come and watch videos and then to go on a trip to Jinghong. Na Yun agreed and followed Alan on to a minibus, along with two other girls. On the minibus, Alan took their money "for safekeeping" and drugged them with pills she said were for carsickness.

When the girls woke up, the minibus had reached Shanghai. Realizing they were in danger, the girls pleaded to be taken home, but Alan said they were to be sold for marriage. They were taken to rural Huai'an in Jiangsu Province. After about a month, during which they were offered to many prospective buyers, a man paid 7,500 RMB for Na Yun and took her to a village called Pingqiao, where she was forced to marry him.

For the next seven months, Na Yun lived as the man's wife. Although she says he was kind, he restricted her movements and gave her no money to make sure she did not try to escape. She also could not speak the local language. Na Yun appealed to the man to take her back home, but he refused.

Na Yun's parents set out to look for her on the night of her disappearance, and immediately reported the case to the Menghai County security authorities. The family continued searching for several months, in Daluo, Simao, Jinghong and even in Myanmar, but the expense was eventually too much, and they had to give up. They confronted Alan when returned to the village several months later, but she denied she had been involved in trafficking Na Yun.

Na Yun's grandfather then approached the local Women's Federation, and they were subsequently able to trace her through information from a member of the public. The local public security authorities appropriated 40,000 RMB and sent two policemen and an officer of the Women's Federation. With the assistance of the public security authorities in Jiangsu Province, they were able to rescue Na Yun.

Na Yun's parents asked the authorities to punish Alan, and to make her pay compensation for their money and income they had lost. However, they got no answer. Frustrated and angry, the family tried to take revenge themselves on Alan, but were dissuaded from it by the local Women's Federation.

Other Cases:

Researchers heard of several other cases, all of them similar to those reported above. In two cases, the husbands were on bad terms with their wives and the latter were trafficked together with their children. The wives have not been heard from again.

CHAPTER 5: KEY FINDINGS AND CONCLUSIONS

5.1 Trafficking in Yunnan: Current Situation

A Spreading Problem

Until relatively recently, only a few parts of Yunnan Province were affected by human trafficking, primarily Zhaotong, Wenshan, Honghe, Nujiang, Lincang and Simao. Today, women and children are being trafficked from almost every prefecture, district and municipality. However, there remain areas of concentration, particularly along the national border.

Inter-provincial and cross-border trafficking are becoming increasingly common. Trafficked women and children are being taken from rural districts of Yunnan to other underdeveloped parts of China, such as Jiangsu, Zhejiang, Shandong, Shanxi, Guangdong and Inner Mongolia. Others are being trafficked to Southeast Asian countries, particularly Thailand, Malaysia and Myanmar.

Organized Crime

Human trafficking requires careful planning and coordination. From identifying to finally selling a victim, perhaps thousands of kilometres away, is a complex process involving many stages. The victim may be passed on from person to person, group to group, several times. These stages include abduction, transportation, transfer, any amount of selling and reselling between human traders, and even “training” for sexual exploitation, begging etc.

While in the past trafficking networks have usually been made up of independent operators, organized crime gangs that can oversee the entire process are increasingly dominating the trade. Often these gangs are members of the same family or clan.

Violence and Cruelty

Trafficking of women and children in China can involve a great deal of violence and cruelty. Many victims are virtual prisoners for several years, are raped, beaten and tortured, sometimes driving them to suicide.

Preying on Migrant Workers

As more and more rural women migrate for work, traffickers are moving from villages to labour markets, often luring victims with offers of legitimate work. According to the statistics of Statistics Bureau, 60% to 70% of abductions by traffickers now take place in labour markets.

Trafficking for Sexual Exploitation, Marriage and Adoption

In many cases, women and children trafficked from Yunnan are sold into sexual exploitation. This is especially true of cross-border trafficking cases – from the evidence of this survey (see case studies in Menghai), it seems that in Menghai County, with its easy links to Myanmar, Thailand and beyond, the great majority of trafficking in women is for sexual exploitation abroad. However, while trafficking for sexual exploitation is increasing, most trafficking in China is still for forced marriage or adoption, as in all of the case studies in Jiangcheng.

In Yunnan, as in much of China, most rural-to-urban migrants are women, as much of the work available in the cities is in low-skilled service industries like waitressing and domestic service, in which women are generally preferred over men. Most of the rural women who migrate after a while find it hard to readjust to rural life and prefer to stay in the cities. In consequence, many rural men cannot find a local wife to carry on the family line. This creates a demand for trafficked women to make up the shortfall.

Another important pull factor in trafficking for forced marriage is the often prohibitive cost of traditional weddings in many remote mountain communities, which can be as much as 30,000 RMB. Buying a trafficked woman and foregoing the normal ceremony is a much cheaper way to find a wife and carry on the family line.

One more unusual aspect of trafficking in China is trafficking of boys for adoption, which accounts for most of the trade in young children. Families will purchase a male infant and bring him up as their own son – a worker and a means of continuing the family line for families without male children of their own.

More Trafficking of Young Children

Traffickers are responding to a growing demand for young children. Whereas in the past traffickers generally found enough parents willing to sell their own infants, now they are resorting to kidnapping. In some cases, they have even been known to kill children's parents when they have resisted. However, in some very poor areas, parents still sell their children to traffickers.

Trafficking of Younger Women and Girls

In the past, most trafficked women were between 20 and 50 years old. Now, traffickers are mostly targeting women and girls under 20, some as young as 12 years old.

Women in Trafficking Networks

Once almost exclusively dominated by men, the human trafficking industry now sees women and girls playing major roles, for example in luring other women and girls – even their own friends and classmates – by inviting them on seemingly innocent day-trips or offering them non-existent jobs. The potential victims are much more likely to trust a woman, especially a familiar one.

Women are also becoming involved in the other end of the trafficking process, aiding in the adoption of trafficked infants by pretending they are their own illegitimate children who they cannot keep.

5.2 Push and Pull Factors in Trafficking of Women and Children

For many years, the Public Security Department of Yunnan Province has been working in co-operation with a range of agencies to suppress trafficking of women and children. Despite considerable successes and strict legislation against traffickers and their customers, however, the problem continues to grow. This section looks at some of the pull factors that drive the trade in women and children and allow it to continue, and at some of the push factors that make rural women, children and communities especially vulnerable.

5.2.1 Pull Factors

High Profitability

Even for trafficking within China, the profits from trafficking a single person are several times what the average farmer can earn in a year. The huge potential earnings for relatively little input are enough to persuade people to flout the law and risk severe punishment.

The Market

In many parts of rural China, human rights awareness is low and few people perceive purchasing a woman or child as criminal or immoral. With the shortage of potential wives and the high cost of marriage ceremonies, there is a large internal market for trafficked women in rural China.

At the same time, there is a growing demand for trafficked women and children in the Southeast Asian sex industry. Yet while considerable efforts are being made to clamp down on trafficking inside China, there is so far no effective law enforcement co-operation on trafficking between China and her Southeast Asian neighbours, so the Chinese police are relatively powerless to act against cross-border trafficking.

Weak Response by Local-level Authorities

In areas severely affected by trafficking in women and children, grassroots authorities have generally failed to take effective action or to establish adequate prevention mechanisms. There have even been reported cases of village leaders aiding and abetting the traffickers, passing them valuable information, warning them of impending police raids, and even encouraging villagers to hinder rescue efforts.

Insufficient Punishment of Buyers

Chinese criminal law provides for up to three years imprisonment for people who purchase trafficking victims. However, to date, very few people have been prosecuted for this crime.

Weaknesses in the Legal Framework

Two loopholes exist in current legislation in China that complicate cases of trafficking for forced marriage and adoption. Firstly, even if a marriage is forced, the husband and his family can claim paternity of any child of the marriage. Secondly, if a child victim purchased for adoption stays with the adopting family for a certain length of time, the family can claim formal adoption rights.

Aspects of Chinese law also make it difficult for the victims of trafficking or their families to take legal action against traffickers or to claim adequate compensation. While the legal guardians of trafficking victims can sue the traffickers for economic loss, the compensation they can claim is limited to direct economic losses caused by criminal activities, and no claim can be made for emotional distress or indirect losses (as confirmed by a ruling of the Supreme People's Court). In addition, such cases are under the jurisdiction of the People's Court at the place the crime is alleged to have been committed or at the residence of the defendant, both of which may be thousands of kilometres away from the victim's or their family's home.

Trafficking victims and their families face a long, difficult and potentially expensive ordeal in seeking redress from traffickers. And the reality is that many such cases fail for lack of evidence.

Lack of Funds, Facilities and Human Resources

The efforts of the Department of Public Security and other agencies to suppress human trafficking have long been hampered by a lack of special funds and qualified, specialist staff. The Public Security Department also lacks necessary equipment and mechanisms to collect, analyze and exchange information on trafficking.

Not enough specialist agencies are involved in providing transport, repatriation and housing services to rescued victims, with the result that these services are currently done on an ad hoc basis, with the local Public Security Bureaus and even the police sometimes having to contribute, taking away time and resources from their efforts to crack down on trafficking.

5.2.2 Push Factors

Poverty, Lack of Opportunity and Low Education

There is a well-established link between trafficking and underdevelopment. Those areas worst affected by trafficking tend to be poor, rural districts, where a growing number of young people, particularly young women, are eager to escape the tough subsistence living of the farmer. They are drawn to the promise of a better life and better work opportunities in more developed, wealthier areas, particularly towns and cities. Losing young people in this way further exacerbates poverty in the villages.

Levels of education tend to be low in these areas. Only a few women victims of trafficking have attended even junior middle school, and the overwhelming majority are semi-literate or even illiterate, meaning that they cannot read about the changing realities of the world beyond their village. The older generations, among whom illiteracy is much more widespread, have little awareness of the dangers that their children might face. Optimistic, naive and unskilled, young women and girls continue to walk into the traps laid by the traffickers, despite frequent reports in the news media.

Low Awareness of Risk and Personal Security

The burning desire to get out and seek a better life, coupled with low education and naivety, mean that most young girls and women migrating from their rural villages underestimate the risks they face. The participation of women and of friends and classmates in laying traps for potential victims only increases their tendency to misplace their trust. As the case studies from Jiangcheng and Menghai show, the girls' parents do little to alert them to risk. The parents themselves seem willing to allow their children to go on long trips, whether with acquaintances or with strangers, and often do not react until they have been gone for a long time.

In addition, trafficked women and girls, and their families, are slow to seek help from police or other local authorities, allowing traffickers to go unpunished. In the trafficking cases reported in Chapter 3 and Chapter 4, many of the families waited weeks or months before reporting their daughters missing.

Family Disharmony

In rural areas, particularly among minority groups, underage marriage, or at least engagement, of girls continues to be common. Many such marriages are arranged by the parents, and even when they are not, the girls may not have the emotional maturity to make a wise choice.

Difficult relations within the family often lead to women and girls running away - especially married women running from their husbands, because traditions discourage women from using legal means to settle family problems. Alone and distressed, runaways can be easy prey for traffickers.

CHAPTER 6: RECOMMENDATIONS FOR ACTION

A programme that sets out to reduce trafficking in women and children in China must address all of the factors mentioned above. It should include measures in the fields of education, poverty alleviation and lawmaking. It must also build inter-regional and inter-country co-operation.

This section gives some proposed measures for combatting trafficking in women and children in China:

A New Mechanism for Suppression of Human Trafficking

In recent years, the Government's main response to the human trafficking has taken the form of legislation and regulations. China now has a comprehensive legal framework against trafficking, and yet rather than being brought under control, the problem continues its rapid growth. A new mechanism is needed to deal more effectively with the problem of trafficking of women and children.

Central to this new mechanism should be a new Public Security Department trafficking-suppression system capable of mounting quick and effective responses, with clear definition of roles and duties and appropriate rewards and punishments.

A second key measure should be intensified monitoring and management of migrant workers, particularly in labour markets, main traffic arteries and railway or bus stations, where abduction for trafficking is most likely to occur.

The public should also be encouraged to participate actively in efforts to suppress trafficking, by remaining vigilant, passing on information about trafficking and traffickers to the relevant authorities, and assisting in the rescue of trafficking victims.

Legislation and Law Enforcement

In part, the failure of current responses to trafficking can be blamed on the inherent weaknesses in the existing legislation. Far more important is the failure to enforce laws and regulations in a rigorous and even-handed way.

Public security agencies need to put new energy into cracking down on trafficking networks, and punish convicted traffickers severely. Once again, the co-operation of the public should be encouraged. At the same time, the relevant legislation needs to be improved.

In particular, authorities should prioritize punishment of people who purchase trafficking victims. The existence of a ready market is one of the most important factors behind the persistence and growth of human trafficking within China.

Local and Mass Organizations

Local administrative and mass organizations in rural China have generally not been as active as they could be in the elimination of human trafficking. Government and Party organs at all levels need to pay close attention to maximizing the potential of these organizations in implementing trafficking-related national policies. In particular, village-level authorities around village Party committees should play a more prominent role in overall planning and coordination. Secondly, mass organizations like Youth Unions, Women's Federations, Assistance and Education Teams and Patrol Teams should be better organized and governed so that they can be key players in safeguarding public security and in preventing and cracking down on trafficking in rural areas.

Role of the Women's Federation

As one of the leading executive members of the IPEC-TICW project, the Women's Federation should make full use of its advantages as a mass organization. At grass-roots level, Women's Federation units should research the features, causes, patterns and trends of trafficking of women and children in their locality.

They should have a grasp of the numbers of migrant women and children, the number of victims of the trafficking, number of women and children who need to be rescued, and the number of known traffickers.

Local units can also play a key role in enlisting the support of the public in the drive against trafficking, using a range of media from the mass broadcast and print media to video tapes and posters.

Thirdly, they can raise awareness of the applicable laws and regulations, as well as ongoing action on trafficking, through lectures and workshops at community level. Women's Federation units should co-operate with local police in operations against traffickers and in rescuing the victims.

And finally, the Women's Federation should offer rescued women victims emotional as well as practical support, including helping them to improve their educational levels and helping them to obtain contract-responsibility farmland (farmland allocated to families by the Village Committee under a land-management contract). Women's Federation members can also work with the families of victims in cases where the family blames the victim for what has happened and is unwilling to accept her back.

Mobilizing the Relevant Agencies

A comprehensive response to trafficking in women and children requires the co-operation and coordination of a wide range of public sector agencies. The roles and responsibilities of these various agencies should be as follows:

- Government at different levels should play an important role in overall administration and coordination of measures to against trafficking;
- The Politics and Law Committee and the Public Security Comprehensive Control Office should examine and evaluate the achievements of local authorities in cracking down on trafficking, and discipline those who are found to have been lax in their duties;
- The Women's Federation should assist local police in rescuing and supporting victims of trafficking;
- The courts and Procurators' offices should cooperate with local Public Security Bureaus in taking action against those who hold or transport trafficking victims. Also, they should not allow registration of marriages where the bride is a trafficking victim and is unwilling;
- The Finance Department should provide adequate funds for action against trafficking;
- The Justice Department should promulgate laws and regulations relating to trafficking and publicize the severe impacts of trafficking on the victims and on social stability, in order to promote public vigilance and alert children and young women and their families to the legal protection available;
- The Family Planning Department should monitor children who may be trafficking victims, and pass on their information to the local police;
- Public Security Bureaus should be responsible for action against traffickers and for rescuing victims of trafficking.

In addition, working groups should be set up at county level comprising the Women's Federation, the Education Bureau, the Health Bureau, the Labour and Employment Bureau, the Justice Bureau, the Public Security Bureau, the Court, the Procurator, the Civil Affairs Bureau, the Finance Bureau, the Agricultural Bureau, the Industrial Bureau, the Travel Bureau and the Statistics Bureau, and others. Concrete inter-agency action plans should be drawn up and implemented in the target counties.

Education for Women and Girls

The project should work with local education authorities to eliminate illiteracy and to raise school attendance among girls. In this direction, the project should assist further implementation of the national Spring Bud campaign to encourage girl students, to reduce dropout rates and to improve girls' access to quality education.

It is also suggested that the project coordinate with the Agricultural Technological Department and the Labour Department, to launch training courses in livelihood skills for adult women.

Raising Public Awareness of Trafficking and Related Issues

Within nationwide promulgation activities, special attention should be given to raising awareness of trafficking-related laws among local people, particularly women. A short pamphlet should be published containing information on legal issues relating to human trafficking, which could be used as study material for both teachers and students. Students should also be encouraged to act as “home teachers”, passing on what they have learned to their families. Additionally, work with the media and the Justice Department could complement these efforts, focussing on particular legal issues relevant to local realities.

Law popularization and girls’ education activities should prioritize areas where there is a lot of trafficking, and very poor areas.

Local Women’s Federation units should further intensify their efforts to promote self-respect, self-confidence, self-reliance and self-improvement among women, and combine this with the activities of the “Learn Two – Compete in Two” campaign (an initiative of the All-China Women’s Federation which promotes learning literacy and skills and competing in achievements and contributions) and the drive for family educational development. The aim will be to make rural women into modern female farmers, loving their hometown and eager to work for its development.

Health Education

Yunnan has the highest incidence of HIV/AIDS of any province in China, and the border areas are the worst affected. The main modes of transmission are sex and drug injection.

Most women trafficking victims from Jiangcheng and Menghai end up being sold into sexual exploitation in Southeast Asian countries where HIV infection is even more prevalent than in China. Without adequate education about HIV/AIDS and its prevention, trafficked women and girls will be at even greater risk of infection. In addition, if they are able to return to their home villages, they may inadvertently pass on the disease.

This makes it even more important to conduct public health education campaigns, dealing with prevention and treatment of disease, particularly HIV/AIDS. This health education drive should be jointly handled by the Health Department, the Women’s Federation and the Education Bureau, using lectures, slogans, images, films, TV broadcasts and other materials.

Planning for Ethnic Diversity

The majority of the populations of Jiangcheng and Menghai counties consist of ethnic minority groups, dominated by Hani in Jiangcheng and the Dai national group in Menghai. This fact should be taken account in planning all awareness-raising and information campaigns, and materials and messages should be provided that are sensitive to minority cultures and language. The materials should also be lively and accessible.

Women and Children Development Programmes

In the year 2001, Jiangcheng City launched a ten-year Women and Children Development Programme. The legal protection section of the Programme incorporates issues relating to prevention of human. It includes, alongside general rules and regulations, detailed guidelines for implementation to be supervised by local governments. This will help trafficking prevention to become a routine concern of government agencies and catalyze inter-sectoral co-operation.

Menghai County should also bring trafficking prevention into its Women and Children Development Programme.

Cross-border Co-operation

Inter-country trafficking is frequently carried out by organized criminal networks which plan their operations very carefully. Committed international co-operation is needed to combat this phenomenon.

Countries around the world, especially countries in Asia, should be urged to strengthen their co-operation and adopt a range of measures in the areas of education, economic development and law enforcement to eliminate gradually the fundamental causes of vulnerability to trafficking of women and children. At the same time, countries should co-operate in the pursuit, capture and prosecution of traffickers and their clients.

Measures to Improve Rural Economic Conditions and Living Standards

Agricultural Development: Falling inside the sub-tropical zone, Jiangcheng and Menghai counties have great potential for the cultivation of highly profitable tropical fruit and forestry products, which is not at the moment being realized. Other lucrative crops that could be grown more widely in these areas include tea, sugar cane and aromatic plants.

There is considerable potential also for developing agricultural product processing industries in rural areas, in order to add value to local agricultural output. Bodies such as the Agricultural Department, the Forestry Bureau, the Finance Department and the Poverty Alleviation Office, along with academic institutions and entities that can provide financing, should take action to encourage more rational agricultural development in Menghai and Jiangcheng, making micro-credit available as a stimulus. Partnership between investors, farmers and processing industries could do much to promote integrated management of processing and marketing. It could also encourage local farmers to participate actively in management, using land or crops as shares, gradually leading to industrial development.

Cultural and Environmental Heritage: Jiangcheng and Menghai are both home to an enormous variety of colourful cultural traditions. They are also places of great natural beauty with pleasant climates. These resources form a solid base for creating jobs and generating income through development of cultural industries. Also, these local cultures can encourage pride and development in rural communities, and reduce migration and, therefore, trafficking.

Local people could directly benefit from the following projects:

- Preservation of ethnic cultural resources;
- Development of ethnic cultural industries;
- Protection of the natural environment;
- Development of the “green economy”;
- Establishment of pillar industries;
- Development of tourism that better preserves the integrity of local culture and the environment;
- Promotion of cultural protection by developing tourism; and
- Develop ethnic cultural industries through community participation.

ANNEXES

ANNEX 1: SAMPLING METHOD

The survey adopted a two-phase equal group sampling system. The Social Technology Section of Yunnan Provincial Bureau of Statistics was responsible for the first phase, to define a primary sample unit using the probability proportionate method. For the second phase, the Yunnan Provincial Bureau of Statistics drew out sample clusters by adopting random sampling, after receiving the original data provided by the Public Statistics Bureaus of the sampled counties.

1. *Selection of Sample Villages in the Two Counties*

There are 46 administrative villages and eight townships in Jiangcheng County. Thirty administrative villages were selected, covering every township and representing 65% of the total administrative villages. Menghai has 102 administrative villages and 14 townships. In Menghai, too, 30 administrative villages were selected, also covering each township and representing 30% of all administrative villages in the county.

As standard representative sample coverage is 20%, these sample easily fulfilled the criteria for representing the situations in the two counties.

2. *Selection of Sample Villages*

The name list of potential administrative villages for survey was determined, subject to the administrative divisions by the end of 1999, using name, code, population and accumulated population. The sample quota assigned to an administrative level was on the basis of its population percentage.

3. *Determination of Primary Sample Unit at the Administrative Levels*

Suppose N stands for the total population of all the surveyed administrative villages, and K stands for the intervals between primary sampling units (PSUs). So,

$$K = N/30 \text{ (integer number retained).}$$

A random number (RN) was chosen between one and K . The smallest number was sought with a corresponding accumulated population of more than RN. Thus the first PSU was acquired, namely the county-level administrative zone corresponding to this number. After that, the smallest number with a corresponding accumulated population exceeding $RN+K$ was sought to obtain the second PSU, namely the county-level administrative zone corresponding to this number. The rest (up to a total of 30 PSUs) were obtained in the same manner.

4. *Determining the Sample Group from the PSUs*

A list was made of 30 natural villages and all the permanently residing households governed by the surveyed villagers' committee. Then a detailed list of the households according to their doorplate numbers was compiled. After that, the households were classified into groups.

Suppose there are NJK households and njk groups under a villagers' committee, so

$$njk = NJK/20 \text{ (integer number retained)}$$

Thus the first group consisted of households numbers 1 to 20, and the second group included households 21 to 40. In cases where the remainder was close to 20 households, they were merged into one more group, otherwise they were ignored. The lists were adjusted on the spot one by one according to the addresses of the listed households.

Using a table of random numbers, groups of households to survey were chosen at random from the household list. As a result, 30 groups (600 households) were acquired from the selected 30 village committees.

ANNEX 2: COUNTY-LEVEL DATA-GATHERING FORM

Index	Year	1995	1996	1997	1998	1999	2000
I. Basic survey 1. Land area 2. Hilly field area 3. Tillable field area 4. Forest area 5. Water area 6. Annual average temperature 7. Annual average rainfall							
II. Economic foundations 1. Gross output 2. Gross output per capita 3. Yields of main crops Cereals Oil Sugar cane Tobacco Fruits Tea Pork, beef and lamb Aquatic products 4. Agricultural gross output 5. Gross industrial output value 6. Investment amount to fixed assets 7. Volume of circular flow of freight 8. Volume of circular flow of passengers 9. Total volume of post & telecom service 10. Retail revenue from public consumption 11. Volume of trade in import-export 12. Total revenue from import-export 13. Local financial revenue 14. General index of retail price							
III. Population status 1. Total population Male / Female 2. Agricultural population 3. Non-agricultural population 4. Ethnic minority population 5. Urban population 6. Rural population 7. Number of births 8. Fertility rate 9. Number of deaths 10. Mortality rate 11. Number of women of child-bearing age 12. Natural population growth 13. Population density							

Index	Year	1995	1996	1997	1998	1999	2000
IV. Employment and economic participation							
1. Total labour force							
Including: female							
2. Number of employees							
Including: female							
1) Number in agriculture							
Male / Female							
2) Number in manufacture							
Male / Female							
3) Number in quarrying							
Male / Female							
4) Number in energy industry							
Male / Female							
5) Number in construction							
Male / Female							
6) Number in communications							
Male / Female							
7) Number in small business/food and beverage							
Male / Female							
8) Number in finance/insurance							
Male / Female							
9) Number in real estate							
Male / Female							
10) Number in social service							
Male / Female							
11) Number of water/geological							
Male / Female							
12) Number in healthcare							
Male / Female							
13) Number in education/culture/media							
Male / Female							
14) Number in science							
Male / Female							
15) Number in government/NGOs							
Male / Female							
16) Others							
Male / Female							
3. Number of agricultural workers							
Including: female							
4. Number of non-agricultural workers							
Including: female							
5. Number of agricultural technicians							
Including: female							
6. Number in exporting services							
Including: female							
V. Income and expenditure of residents							
1. Net income of rural families per capita							
2. Consumption expenditure of rural residents per capita							
3. Price index of residents in consumption							
4. Controllable income of urban residents per capita							

Index	Year	1995	1996	1997	1998	1999	2000
VI. Social security 1. Outlay of civil administration 2. Target population of social relief 3. Households with difficulties in benefiting from relief funds 4. Number of people participating in endowment insurance 5. Number of people participating in collective medical care 6. Coverage of rural social security network							
VII. Education 1. General expenditure in education 2. Rate of school enrolment Male / Female 3. Rate of school drop-out Male / Female 4. Rate of retaking grades Male / Female 5. Rate of school completion Male / Female 6. Enrolment quotas of middle schools Male / Female 7. Qualification rate of primary school teachers 8. Qualification rate of middle school teachers 9. Rate of endangered school premises for both primary and middle schools 10. Years in education per capita Male / Female 11. Illiteracy rate Male / Female							
VIII. Social order 1. Number of policemen 2. Number of lawyers 3. Rate of placing cases in files for criminal prosecution 4. Number of cases handled 5. Rate of juvenile delinquency 6. Number of cases involving public nuisance 7. Number of cases involving sex workers and clients 8. Number of female drug users dealt with 9. Number of rape cases 10. Number of reported cases of women and children kidnapped and sold 11. Number of reported cases of conspiracy, coercion, deception or introduction for recruitment into the sex industry							

Index	Year	1995	1996	1997	1998	1999	2000
IX. Poverty alleviation							
1. Population in poverty Including : female							
2. Income of poor rural population per capita							
3. Number of people participating in training Male / Female							
1) Number of people participating in agricultural skills training Male / Female							
2) Number of people participating in handicraft training Male / Female							
3) Number of people participating in law- knowledge training Male / Female							
4) Number of people participating in Maternal Health Care training Male / Female							
5) Number of people participating in literacy / numeracy training Male / Female							
4. Number of disabled involved in poverty alleviation projects Including: female							
5. Rate of enrolment of disabled children for compulsory education Including: female							
6. Number of people with improved economic condition							

ANNEX 3: VILLAGE-LEVEL DATA-GATHERING FORM

Code		
_____ County, Yunnan Province Code: _____	A1	
_____ Township, Yunnan Province Code: _____	A2	
_____ Village, Yunnan Province Code: _____	A3	
B. Fundamental Conditions		
B1 total population	B1	
B2 male population	B2	
B3 female population	B3	
B4 population above age 15	B4	
B5 population of males above age 15	B5	
B6 population of females above age 15	B6	
B7 number of male illiterates above age 15	B7	
B8 number of female illiterates above age 15	B8	
B9 population above age 18	B9	
B10 population of males above age 18	B10	
B11 population of females above age 18	B11	
B12 number of male illiterates above age 18	B12	
B13 number of female illiterates above age 18	B13	
B14 total number of illiterates above age 18	B14	
B15 total number of households	B15	
B16 number of households headed by women	B16	
B17 number of male workers out of home for at least three months	B17	
B18 number of female workers out of home for at least three months	B18	
B19 number of children left	B19	
B20 number of women left	B20	
B21 net income per capita	B21	
B22 grain output per capita	B22	
B23 number of residents living in poverty	B23	
B24 criteria for determining households living in poverty	B24	
B25 number of households living in poverty	B25	
B26 criteria for determining particularly poor households	B26	
B27 number of particularly poor households	B27	
B28 number of particularly poor residents	B28	
B29 does the village have any grain-short seasons within one year?	B29	
B30 how many months were there grain shortages in the year 2000?	B30	
B31 how many households were short of grain in the year 2000?	B31	
B32 population of those households suffering from grain shortages	B32	
B33 person/time having attended agricultural technical training during the last year	B33	
B34 how many agricultural technicians in this village?	B34	
B35 how many households with small businesses in this village?	B35	
B36 is the current village committee elected by villagers?	B36	
B37 how many members in the village committee? How many female members?	B37	
B38 number of workers from outside	B38	
B39 including how many females?	B39	

C. Transport and Communication Facilities		
C1 is this village accessible by roads or highways?	C1	
C2 is this village electrified?	C2	
C3 can this village receive TV signals?	C3	
D. Educational Conditions		
D1 does this village have a primary school?	D1	
D2 how many grades does this primary school teach?	D2	
D3 how many teachers in this primary school?	D3	
D4 number of qualified teachers	D4	
D5 number of children aged 6 to 16	D5	
D6 number of boys aged 6 to 16	D6	
D7 number of girls aged 6 to 16	D7	
D8 number of children aged 6 to 13 who are able to go to school	D8	
D9 number of boys aged 6 to 13 who are able to go to school	D9	
D10 number of girls aged 6 to 13 who are able to go to school	D10	
D11 are there literacy classes for adults in this village?	D11	
D12 number of people attending literacy classes	D12	
D13 number of males attending literacy classes	D13	
D14 number of females attending literacy classes	D14	
D15 is there any legal education held in this village?	D15	
D16 how many times have such classes been held?	D16	
D17 does the primary school syllabus include legal knowledge?	D17	
D18 what are the details of these legal knowledge classes	D18	
E. Health Care		
E1 is there a health centre in this village?	E1	
E2 how many health staff in this village?	E2	
E3 are there any trained midwives in this village?	E3	
E4 what are the educational backgrounds of these midwives?	E4	
E5 times of planned vaccination programmes in the year 2000	E5	
E6 number of infant deaths	E6	
E7 number of deaths of pregnant women	E7	

F. Economic Structure and Labour Force Distribution	Output Value	Labour Force	Including: females
1. Agriculture, including planting, cultivation, forestry			
2. Industry, including village-run collective enterprises			
3. Construction, including village-running collective enterprise			
4. Transportation industry			
5. Trade and food and beverage			
6. Service industries			
7. Others			

'Information on personal household investigation may not be disclosed to others without agreement of the household concerned', according to Clause 14, Chapter 3, Law of Statistics.

Table No.: Yun Tong _____
 Tabulator: Yunnan Provincial Bureau of Statistics
 Doc. No.: Yun Tong (2000) _____

ANNEX 4: HOUSEHOLD SURVEY QUESTIONNAIRE

Name of Householder: _____

Sample No.: _____

County/City	Group	Household

Name of Interviewee: _____

Family Address: _____

Family Status

- A1. Number of family members: _____, including _____ females;
A2. Number of children aged 0 to 14: _____, including _____ females;
A3. Number of workers out of home: _____, including _____ females;
A4. Do they often contact their families? 1) Yes, 2) just occasionally, 3) No;
A5. Do they often post money to their families? 1) Yes, 2) just occasionally, 3) Never;
A6. The annual net income of this household is: _____ RMB;
A7. The residents of this household is constructed from:
1) adobe, 2) adobe-timber, 3) post-panel, 4) half-timber, 5) others;
A8. Does this household have a TV set? 1) Yes, colour TV set, 2) Yes, black and white TV set, 3) No;
A9. Does this household have radio? 1) Yes, 2) No;

Level of Education and Adult Literacy

- B1. Serial No.: _____
B2. Sex: 1) male, 2) female;
B3. Age: _____
B4. Educational Background: 1) junior middle school or above, 2) studied at junior middle school but did not graduate/graduated from primary school, 3) studied at primary school but did not graduate, 4) never went to school, 5) attended literacy classes, 6) unsuitable;

Work Experience

- C1. Does this household engage in agriculture? 1) Yes, 2) No;
C2. Does this household engage in non-agricultural activities? 1) Yes, 2) No;
C3. What kind of work is the respondent engaged in? 1) worked outside the county for at least half a year, 2) works outside the county only in slack season, 3) engaged in non-agricultural business at home, 4) others;
C4. What kind of non-agricultural business does this household engage in? 1) industry, 2) construction industry, 3) transportation, 4) trade, 5) service industry, 6) others;
C5. Has this respondent participated in any literacy or technical training? 1) Yes, 2) No, 3) Never heard of that;
C6. How many times has this respondent participated in such training? 1) once, 2) twice, 3) more;
C7. Do you think literacy and technical skills training contribute to economic development?
1) Yes, 2) No, 3) do not know;
C8. Are you willing to participate in such training in the future?
1) Yes, 2) No, 3) do not know;

Health Care Know-how

- D1. How is your physical condition? 1) good, 2) so-so, 3) not good, 4) bad, 5) do not know;
D2. Have you had a health check-up in the last two years? 1) Yes, 2) No;
D3. Do you know what AIDS is? 1) Yes, 2) No, 3) never heard of it;
D4. How many routes of HIV transmission do you know? (unsafe sexual intercourse, blood transfusion, mother-to-child)? 1) 3, 2) 2, 3) 1, 4) none;

- D5. How many way do you know of to prevent HIV infection? (use condoms, avoid unsafe blood transfusions, forbidding HIV-positive women from breastfeeding children)
1) 3, 2) 2, 3) 1, 4) none;

Legal Knowledge

- E1. Do you know of any laws to protect women and children?
1) Yes, 2) heard of that, 3) No;
- E2. Do you know of the 'Law on Protection of Minors'?
1) Yes, 2) heard of that, 3) No;
- E3. Do you know of the 'Law on Compulsory Education'?
1) Yes, 2) heard of that, 3) No;
- E4. What level of education do you hope for your son to reach?
1) literacy, 2) primary school, 3) junior middle school, 4) senior middle school, 5) college, 6) do not care;
- E5. What level of education do you hope for your daughter to reach?
1) literacy, 2) primary school, 3) junior middle school, 4) senior middle school, 5) college, 6) do not care;
- E6. Do you know how many laws China has formulated to protect women's rights? ('Law on Marriage', 'Law on Inheritance', 'Law on Labour', 'Law on Ensuring Women's Rights and Benefits', and 'Law on the Health Care of Mothers and Infants')
1) more than three, 2) two, 3) one, 4) do not know.

ANNEX 5: SUPPLEMENTARY QUESTIONS FOR RESPONDENTS WITH EXPERIENCE OF LABOUR MIGRATION

- F1. What is your current status?
1) returned home, 2) still work outside, now staying at home briefly;
- F2. How old were you when you first went outside the village for work?
- F3. Why did you work outside the village at that time?
1) to earn money, 2) to see modern society, 3) to learn new skills, 4) to avoid attending school any more, 5) to escape farm work, 6) just following the trend, 7) others;
- F4. The decision to migrate for work was made by:
1) myself, 2) my parents, 3) my spouse, 4) my relatives
5) others _____ (fill in the blank)
- F5. Who helped you find work outside the village the first time?
1) nobody, 2) my classmate/friend, 3) a fellow villager, 4) a relative, 5) an employer, 6) a job introduction agency, 7) another organization, 8) others;
- F6. Did you seriously think about the reliability of the person helping you at that time?
1) Yes, 2) No, 3) had doubts, but did not think hard about them;
- F7. Where did you work?
1) elsewhere in this county, 2) elsewhere in this province, 3) outside this province, 4) outside China;
- F8. What kind of job did you work in at that time?
- F9. How many hours did you work in a day?
- F10. How much did you earn in a month?
- F11. Was this sum more than you expected?
1) Yes, 2) about what I expected, 3) less;
- F12. What factors influence the type of work available to you?
1) urban household registration, 2) sex, 3) age, 4) marital status, 5) educational background, 6) skills, 7) work experience 8) others;
- F13. What do you plan to do in the future?
1) return to work in the village after earning enough money, 2) return to work in the village after learning useful skills, 3) keep working outside, since I am satisfied with my current situation, 4) try to stay in the city and obtain an urban household registration, 5) do not know;
- F14. Why did you decide to return home? (only for those who have returned to their home village):
1) for marriage/childbirth, 2) to restore my health, 3) to visit my family, 4) family emergency, 5) to find a job in my home village, 6) advanced age, 7) to seek better opportunities for development here, 8) could not find work outside, 9) others;
- F15. How has your experience of labour migration influenced your life?
1) a considerable positive influence, 2) a positive influence to some degree, 3) both positive and negative influences, 4) a negative influence to some degree, 5) a considerable negative influence, 6) no influence, 7) do not know;
- F16. Do you have any plans to work outside the village again?
1) No, (ask F17 at this point) 2) Yes, (ask F18 at this point);
- F17. Why do you have no plan to work outside the village again?
1) I can find a job in my home village, 2) there is some matter here to deal with, 3) I cannot get used to the way of life outside, 4) I do not want to be separated from my family any more, 5) it is not a good deal for me to work outside the village all the time, 6) I am getting too old, 7) others;
- F18. Why do you plan to work outside again?
1) my family needs money, 2) I don't like to stay at home all the time, 3) I have many friends outside the village, 4) others.

ANNEX 6: LAWS, REGULATIONS AND DOCUMENTS RELEVANT TO THE SUPPRESSION OF TRAFFICKING IN CHILDREN AND WOMEN

Laws

- Criminal Law of the People's Republic of China
- Penal Proceedings of the People's Republic of China
- Civil Law of the People's Republic of China
- Civil Action Law of the People's Republic of China
- Marriage Law of the People's Republic of China
- Adoption Act of the People's Republic of China
- Act of the People's Republic of China on Safeguarding Women's Rights
- Act of the People's Republic of China on Protection of Minors

Rules and Regulations

- Stipulated Case Handling Procedures for Public Security Organs
- Punishment Rules of the People's Republic of China on Security Administration
- Decisions of the Standing Committee of the China People's Delegates Conference on Seriously Tracking Down the Crimes of Trafficking and Kidnapping Women and Children

Documents

- Notice of the Ministry of Public Security regarding Further Tracking Down the Crime of Trafficking Women and Children
- Notice of the Ministry of Public Security on Earnestly Carrying out the Decision of the Standing Committee of Chinese People's Conference on Cracking Down on Criminals Involved in Trafficking Women and Children
- Joint documents of the Supreme People's Court, the Supreme People's Inspection Court, the Ministry of Public Security, the Ministry of Civil Affairs, the Judicial Department of Circular on Suppressing the Crime of Trafficking Women and Children and Related Issues

ANNEX 7: FINDINGS OF THE VILLAGE AND HOUSEHOLD-LEVEL SURVEYS, JIANGCHENG COUNTY

A7.1 Basic Data on the Villages and Households Surveyed

A7.1.1 Village Level

Twenty-one villages spread among eight townships were surveyed in Jiangcheng County. The surveyed villages contained a total of 8,316 households, of which 550 were headed by women. Some 1,332 (16%) of households were living in poverty. The vast majority of households – more than 90 percent – suffered grain shortages in 2000.

Within the over-15 age group, 3,524 people had received little or no formal education, 2,064 (58.6%) of them female. Just over half of the villages had adult literacy classes.

Almost all (20 out of 21) of the villages were accessible by road, could receive TV broadcasts and had a primary school. All were electrified. Only two villages did not have health clinics. All had had law popularization activities.

Details of the population represented by the villages in the village-level survey are given in Table A7.1. Some economic and developmental data are given in Tables A7.2 and A7.3.

Table A7.1: Jiangcheng Village-level Survey: Survey Population

Households	8,316
Population	36,813
Male	18,911
Female	17,902
Over 15	27,427

Table A7.2: Jiangcheng Village-level Survey: Economic Indicators

Per capita net income	750 RMB
Poor households	1,332
... representing	5,964 people
Per capita grain yield	431kg
Suffer grain shortages*	90.5%
Received agricultural technology training	17,066 people
Agricultural technicians	87
Operate small businesses	175 households

* Households that suffer annually from grain shortages. On average, grain harvested feeds the household for nine months of the year.

Table A7.3: Jiangcheng Village-level Survey: Developmental Indicators

Unit: No. of villages, unless indicated. Total is 21.

Accessible by road	20
TV reception	20
Electrified	All
Have health clinic	19
No. of clinic staff	30 people
Have primary school	20
No. of Adult illiterates*	3,524 people
Have adult literacy classes	11
Have had law popularization activities	All

* Population over 15 years of age who have received little or no formal education.

A7.1.2 Household Level

Within the surveyed villages, researchers visited 480 individual, representing 2,286 people, around 48.4% (1,107 people) of them female. The households included some 496 children aged 0 to 14, among them 243 girls. The average population of the households was 4.76 and the average number of children in the households was 1.19.

Of the householders surveyed, 97.5% lived in the area and had a local residence. Some 41.7% of the people surveyed had been educated beyond primary level, and 29.6% had progressed beyond junior middle school. Women were slightly disadvantaged in terms of education, with 40.7% having progressed beyond primary level and 23.4% beyond junior middle school.

The net income of the 480 surveyed households was 750 RMB, with 16.5% living in poverty and 12.9% living in rudimentary (bamboo) housing. Some 70.8% of the households possessed a TV set and 37% possessed a radio. Some 40 of the 480 households, or 8.3%, were headed by women. No significant differences were found in economic conditions or educational levels between male-headed and female-headed households.

Economic Participation

About 93.3% of the respondents in the household survey were engaged in agricultural activities (farming, forestry, animal husbandry and/or fishing). About 21.3% were engaged (often concurrently) in other economic activities, such as trade, catering, construction, transportation and processing industry. Among those who were engaged in non-agricultural economic activities, females accounted for a majority, and they engaged in these activities mainly between growing seasons.

Health Awareness

About 84.8% of the respondents considered themselves in good or average health, most of them women. Only 17.7% of respondents received a health check-up in 1999–2000. Among those, the number of females was double that of the males.

Some 77.3% of the respondents knew something about, or at least had heard of, AIDS and 55.2% of them knew at least one route of HIV transmission. Most knew only of sexual transmission. About 42.1% were aware that HIV/AIDS is preventable.

Legal Knowledge

About 67.1% of respondents knew that China had laws and regulations for protecting women and children. Those familiar with the Law on the Protection of Juveniles and the Law on Compulsory Education were double the number of those who knew of relevant laws on protection of women's rights.

Educational Expectations for Children

About 88.3% of the respondents hoped that the children in their household would graduate from high school or enter university.

“Cultural Training”

Some 91.9% said they would be willing to undergo “cultural training” (basic practical, scientific and technical skills training) to increase their income. However, only 30% had ever received such training. All recognized that such training was economically beneficial.

A7.1.3 Migrant Workers in Surveyed Households

Some 28 of the household-level respondents had at some time been migrant workers, 16 of them women. The following paragraphs summarize answers to the supplementary questionnaire administered to household respondents with experience of migrating outside the county for work.

Age and Aims

Some 32% of the respondents were under 18 and all were under 25 when they first left home to seek work. Twice as many women had left before they were 18 as men. About 82% of the migrant workers said the decision to seek work outside the village was theirs, and that they themselves had chosen their destination. About 28.5% of them were recommended to employers by previous acquaintances, and did not seriously question the reliability of the people making the recommendations. Among factors in the decision to migrate, respondents cited experiencing modern life, earning money and learning new skills.

Place and Conditions of Work

Some 8.5% of the respondents had worked in other districts of Yunnan Province and to other provinces. Very few of them went abroad. The most common destinations were the provincial capital Kunming, the capital city of Simao Prefecture, and cities on China’s east coast. They worked for an average of eight hours a day, earning a monthly income of less than 500 RMB. They were mainly engaged in unskilled manual work.

Type of Work

The temporary migrant workers had worked in 16 specific types of job. These can be grouped into: food and beverage trade (45.8%), processing industries and construction (14.6%), domestic service (14.6%), commerce (12.5%), agriculture and fishing (8.3%), and a small number who engaged in entertainment business abroad.

Factors Limiting Type of Work Available

Most of the respondents believed that their educational level, skills and experience were important factors determining the kind of employment they were able to find.

Migrant Work and Personal Development

Some 47.8% of the respondents thought their experiences as migrant workers had had a positive influence on their lives, while another 8.6% perceived both positive and negative influences and 43.6% did not think it had had any positive or negative impact or could not say. However, none of the respondents thought their experiences in migrating for work had had a wholly negative influence on their lives.

Plans

Most of the respondents who planned to migrate for work again said they would do so because their family needed money. Others who said they did not plan to migrate for work again said it was because they were reluctant to leave their family.

When asked about their plans for the future, some 34.7% of the migrants wanted to return to their native places long-term; 47.8% of them wanted to stay in their new place of work to learn new technical skills. Others wished to settle in their new place of work or had no plans.

ANNEX 8: FINDINGS OF THE VILLAGE AND HOUSEHOLD-LEVEL SURVEYS, MENGHAI COUNTY

A8.1 Basic Data on the Villages and Households Surveyed

A8.1.1 Village Level

The village-level survey in Menghai covered 36 villages, distributed among 12 townships. Sampling followed the requirements of the survey plan. Details of the population represented by the village-level survey are given in Table A8.1. Some economic and developmental data are given in Tables A8.2 and A8.3.

Table A8.1: Menghai Village-level Survey: Survey Population

Households	20,369
Population	909,031
Male	50,842
Female	47,432
Over 15	69,911

Table A8.2: Menghai Village-level Survey: Economic Indicators

Per capita net income	1,225 RMB
Poor households	2,976
... representing	12,531 people
Per capita grain yield	582 kg
Suffer grain shortages*	All
Received agricultural technology training	19,332 people
Agricultural technicians	535
Operate small businesses	66 households

* Households that suffer annually from grain shortages. On average, grain harvested feeds the household for nine months of the year.

Table A8.3: Menghai Village-level Survey: Developmental Indicators

Unit: No. of villages, unless indicated. Total is 36.

Accessible by road	All
TV reception	34
Electrified	35
Have health clinic	31
No. of clinic staff	64 people
Have primary school	30
Adult illiterates*	7,117 people
Have adult literacy classes	9
Have had law popularization activities	All

* Population over 15 years of age who have received little or no formal education.

A8.1.2 Household Level

A total of 720 households, representing 3,675 residents, were surveyed in the sample villages. The age and gender distribution of the residents in the households is shown in Table A8.4. The average size of the households was 5.1 people, and the average number of children per household was 1.29.

Table A8.4: Age and Gender Distribution of Survey Sample Household Residents, Menghai

Age Group	Male Residents	Female Residents	Total Residents
0-20	711	752	1,463
21-30	336	284	620
31-40	320	331	651
41-50	225	208	433
51-60	114	97	211
Over 60	136	161	297
Total	1,842	1,833	3,675
Under 15	437	493	930

Some 99% of the household members lived and held household registration in the local area. Five had lived in the area for more than six months but had household registration elsewhere, while another 26 lived and worked elsewhere but had household registration in the locality.

Table A8.5: Educational Levels of Survey Household Residents, Menghai

Educational Level	Male	Female	Total
Completed Primary	787	650	1,437
Attended Junior Middle	225	133	358
Attended Senior Middle	35	36	71
Attended College	0	0	0

Adult (over-15) illiteracy/semi-literacy was 17.4% among the household residents, with almost twice as many women as men literate or semi-literate (accounting for 11.5%).

The per capita net income in the 720 surveyed rural households was 1,035 RMB, much less than the national average of 1,488 RMB. Some 25% of the households were living in poverty.

Seventeen (2.4%) of the households were living in crude adobe housing, while 301 (41.8%) lived in clay-and-timber homes and 267 (37.1%) lived in brick-and-timber homes. Some 71% of the households possessed a TV set and 45.4% possessed a radio.

There were no significant differences between male-headed and female-headed households in any of the above categories.

Economic Participation

About 97.5% of the 720 respondents in the household-level survey were engaged in agricultural activities. Some 10.3% also engaged in other income-generating activities. Females accounted for the majority of respondents engaged in non-agricultural activities, mainly between growing seasons.

Health Awareness

About 95.4% of the respondents perceived themselves as in good or average health. Only 14.7% had received a full medical check-up in the previous two years – among them females considerably outnumbered males, by 16.3%.

Almost half of the respondents (44.2%) said they had never heard of AIDS. Among the 55.8% who had heard of it, 84.8% could correctly identify one or more routes of HIV transmission, with men slightly more knowledgeable than women. Sexual transmission was the best-known route – 47% of those who could name one or more routes named only sexual transmission. Some 20.4% knew two routes and only 17.4% knew three. Around 34.3% were aware that HIV/AIDS was preventable. Of them, 48.1% knew only one means of prevention, 28.3% knew two and 23.6% knew three.

Legal Knowledge

Only half of the household respondents (356 out of 720, or 49.4%) were aware that China had laws and regulations on protecting women and children. A slightly greater proportion of women respondents knew of these laws and regulations than men. Of those, 83% (296 respondents) had heard of the Law on the Protection of Juveniles.

Awareness of the Law on Compulsory Education was much greater, with some 630 respondents (87.5%) having heard of it. Once again, awareness was slightly greater among women than men.

Educational Expectations for Children

Respondents were asked the highest educational achievement they hoped or expected their sons and daughters to achieve. Their answers were as follows:

Table A8.6: Household Survey Respondents' Educational Expectations for Children, Menghai

Unit:%

	Sons	Daughters
Graduate from college	72.4%	71.3%
Senior middle school	11.3%	12.6%
Junior middle school	11.6%	10.8%
Primary	<5%	2%
Literacy or don't care	<1%	3.3%

The villagers seem to have been more ambitious for their sons than for their daughters in terms of education. It should be remembered that in the surveyed households, the number of girls under 15 was around 10% greater than the number of boys.

“Cultural Training”

Only 30% of respondents said they had received “cultural training” (basic practical, scientific and technical skills training). However, some 91.9% said they would be willing to undergo such training, and all thought that such training was economically beneficial.

A8.1.3 Migrant Workers in Surveyed Households

Many people from the 720 surveyed households had worked outside their home village at some time. Some 64 members of surveyed households were reported to be working outside their home village at the time of the survey – among them, females exceeded males by 37%. Of those 64, 39 were said to contact their families often, 15 were occasionally in touch, and 10 had lost contact entirely. Over half (33 migrants) never sent money home, 19 did so irregularly and 12 did so frequently.

Twenty of the household survey respondents were people who regularly worked outside their village but had returned – 10 permanently while the other 10 planned to migrate again. Just over half (11) were female.

Age and Aims

When they first left the village to seek work, 17 of the returnees (85%) had been under 25 years old, and 32% had been under 18. Twice as many female migrants had left before turning 18 as males. Around 85% of the migrants said they had made the decision to seek work elsewhere themselves. Around 45% had not thought seriously about the reliability of the person or organization who introduced them to their future employer.

The most commonly cited reasons for migrating were to earn better income and to learn useful skills. Some others said they had sought work elsewhere because they did not want work in agriculture or they had simply followed the trend.

Place and Earnings

Most of the migrants had not gone very far in seeking work. Only 8.5% had gone outside Menghai County, and very few had left China.

Around 90% of the migrants had worked eight hours a day. More than half (55%) had received a monthly income of less than 500 RMB. Another 25% (three women and two men) had received between 800 and 1,000 RMB; while another two women had received a monthly income of over 1,000 RMB.

Factors Limiting the Type of Work Available

Most of the returnees believed they could get better jobs if they were well educated or had certain work skills. Other factors cited, ranked according to importance, include age, previous work experience, gender and having household registration in an urban area.

Migrant Work and Personal Development

Some 60% thought their work experience outside the village had been a wholly positive influence in their lives. Another 15% of the migrants saw both positive and negative effects, and 20% could not say. Some 5% thought their experience had had a significant negative impact.

Plans

When asked about their plans for the future, 25% of the migrants said they wished to return home long-term; 25% wished to continue living and working outside the village; 25% wished to develop new skills; and the remaining 25% had no particular plans.

Most of the returnees who planned to leave again for work did so in the hope of earning more money. Most those who had decided to return permanently said it was because they wanted to stay with their families.

ANNEX 9: SELECTION OF TARGET TOWNSHIPS FOR PROJECT WORK

A9.1 Jiangcheng County

The IPEC-TICW project focuses on two townships in Jiangcheng: Qushui and Baozang. The following section outlines the factors which led to selection of these two townships.

A9.1.1 Jiangcheng: Profiles of the Shortlisted Townships

The results of the survey indicate that four townships have the need and/or necessary resources to be the pilot sites: Qushui, Baozang, Kangping and Zhengdeng. Three villages were surveyed in each of the four townships. The following table summarizes key indicators in the townships.

Table A9.1: Comparison of Key Indicators in the Four Townships and Jiangcheng County, using Data from the Village-level Survey, 2000

	No. of Households	Population	No. of Poor Households	Per Capita Net Income (RMB)	Adult (over-15) Illiteracy Rate (%) *	No. of Reported Trafficking Cases, 1995–2000	No. of Labour Migrants **	No. of Female Labour Migrants**
Qushui Township	1,452	5,405	138	745	17.3	13	313	260
Baozang Township	1,019	4,634	57	734	15.9	0	348	236
Jiangcheng County	8,316	37,813	1,332	754	18.9	20	1,335	882
Kangping Township	1,070	5,120	339	733	19.8	6	84	50
Zhengdeng Township	975	4,936	202	1,266	25.8	0***	57	36

* Illiteracy here is defined as having received little or no formal education

** Only people who have migrated for work for more than three months are included

*** See below under Zhengdong Township

Qushui Township

Qushui stands out among the four townships as having by far the largest number of reported trafficking cases. In fact, although there are eight townships in Jiangcheng, 65% of the trafficking cases reported in the county between 1995 and 2000 were in Qushui. Clearly, Qushui Township is severely affected.

Also notable is the very high proportion of women among labour migrants in the township. While the ratio of women to men among migrants at county level is around 3:2, it is around 6:1 in Qushui. The township accounted for nearly a quarter of labour migrants in the surveyed villages in Jiangcheng. The total number of out-migrants during the period 1996–2000 was 672.

Although the per capita net income of the surveyed villages in Qushui is slightly below the county average, the percentage of households living in poverty (around 9%) is much lower than the county average of 16%. The adult (over-15) illiteracy rate (i.e. percentage of people over 15 who have received little or no formal education) is also just below average for the county.

A random sample of approximately 20% of households in three randomly selected villages in Qushui revealed that the percentage of women aged 21–30 in the households was much lower (39.1%) than the number of men in the same age group (60.9%).

All of the village committees in the surveyed villages have full membership, with one or two women members. All are accessible by road, are electrified, have adequate TV reception and health clinics. Most

important, each of the villages has adult literacy classes, which are popular among the villagers. These conditions are promising for future project work.

It should be mentioned that a state enterprise group has recently come to Qushui to carry out large-scale development. The group has planted some 8,000 hectares of rubber trees, fruit orchards and coffee in the township. Around 20% of households surveyed included agricultural technicians. Some 95% of Qushui's population is ethnic Hani, so the township is rich in national cultural resources.

Overall, there is good reason to hope that considerable achievements can be made by the project in Qushui as long as the targets are clear.

Baozang Township

Baozang Township has a low enrolment rate of children at school ages. Baozang Township has 1,140 children at an age ranging from 6 to 16. Some 256, including 126 girls, are not in school. However, the adult (over-15) illiteracy rate is significantly lower than the county level.

Although the average per capita net income of the surveyed villages is slightly lower than the county average, few households live in real poverty: only 5.6% of households in Baozang are classified as living in poverty.

Baozang has the highest number of labour migrants of any township in Jiangcheng County. However, unlike Qushui Township, the proportion of female to male migrants is only around 3:2. During the period 1996-2000, some 1,432 people migrated from the township in search of work.

Although there have been no cases of human trafficking reported in Baozang in the last five years, the high number of labour migrants and the poor educational levels make this township a potential risk area for trafficking.

The village committees of the three surveyed villages in Baozang have full membership (five to seven members). Each committee has two or three women members. All the villages in the township are accessible by road, are electrified, have adequate TV reception and a health clinic with up to two health staff. There are 36 qualified teachers in the township who could cooperate with the project. As Baozang has an arrangement with the Government to accept immigrants from other areas, there are many ongoing projects relating to economic development in the township, which could play a positive role in implementation of the trafficking project.

Kangping Township

Kangping Township accounts for 30% of the reported cases of trafficked women in Jiangcheng County between 1995 and 2000. In addition, two children were reported trafficked along with their mothers.

Kangping shares a long, easily crossed border with Lao PDR and is situated close to some major highways. Some 201 of the township's 1,281 children aged 6-16 are out of school, including 110 girls. These girls, in particular, will be highly vulnerable to trafficking. Adult (over-15) illiteracy is worse than the average for the county. In addition, nearly a third of households in the surveyed villages are living in poverty, almost double the average level in the county.

Although the number of people seeking wage labour outside the township is not high, many factors make women and children in Kangping particularly vulnerable to trafficking.

All three village committees in the survey villages had full membership of 25 members, each including one woman member. All villages in the township are accessible by road, are electrified, have adequate TV reception and permanently staffed health clinics. All of the villages have primary schools with qualified teachers. These conditions would benefit implementation of the project.

Zhengdong Township

Overall, the level of economic and social development in Zhengdong is higher than for the other townships. At 1,266 RMB per year, the per capita net income in Zhengdong is much greater than the county average of 754 RMB.

However, adult (over-15) illiteracy in Zhengdong is very high at 25.8%, and poverty is still common. The average per capita net income seems to be distorted by the relatively high income of residents involved in catering, trade and transportation. However, only 5.4% of households are engaged in these activities, and the percentage of households living below the poverty line, at around 21%, is substantially higher than the county average of 16%. Zhengdong has a low school enrolment rate. During the period of the survey, there were 1,658 children aged 6–16, and 426 (around 43% of them girls) were out of school.

Many instances of human trafficking are known to have taken place in the township in 1995 and 1996, though there were fewer in 2000. However, there is no concrete data about these cases.

A9.2 Menghai County

The IPEC-TICW project also focuses on two townships in Menghai County. The survey led to the identification of the following four townships in Menghai as having the need and the capacity to carry out project work: Mengzhe, Gelanghe, Menghun and Bada. Finally, Mengzhe and Gelanghe were selected.

A9.2.1 Menghai: Profiles of the Shortlisted Townships

Three villages were included in the survey in each of the townships. The following table summarizes key indicators in the townships.

Table A9.2: Comparison of Key Indicators in the Four Townships and Menghai County, using Data from the Village-level Survey, 2000

	No. of Households	Population	No. of Poor Households	Per Capita Net Income (RMB)	Adult (over-15) Illiteracy Rate (%) *	No. of Reported Trafficking Cases, 1995–2000	No. of Labour Migrants **	No. of Female Labour Migrants** *
Mengzhe Township	2,736	12,953	302	1,356	19.6	10	468	321
Gelanghe Township	1,699	7,799	107	995	24.1	3	161	110
Menghai County	20,639	99,031	2,976	1,255	17.39	26	1,708	1,121
Menghun Township	2,638	12,693	138	1,542	7.4	3	62	37
Bada Township	1,351	6,632	320	858	18.4	0	370	185

* Illiteracy here is defined as having received little or no formal education

** Only people who have migrated for work for more than three months are included

Mengzhe Township

At 1,356 RMB, the average per capita annual net income in the surveyed villages in Mengzhe Township is slightly higher than that for the whole of Menghai County. However, adult illiteracy is also higher than the county level, at nearly 20%.

The number of local people migrating for work and the number of reported trafficking cases are both high. Nearly 40% of the trafficking cases reported in the surveyed villages in Menghai during 1995–2000 were in Mengzhe Township, along with 27.4% of the labour migrants in the surveyed villages in the county. Thus

Mengzhe Township appears to be a hotspot for trafficking of women and children. Perhaps surprisingly, given the prevalence of trafficking, school enrolment among 6-16 age group in Mengzhe is the highest in the county, at close to 100 percent.

Each of the three surveyed villages in Mengzhe had its own village committee with one or two female members. All villages in the township are accessible by road, and have electricity, TV reception and health clinics.

These conditions suggest that Mengzhe Township has both an extreme need and the necessary facilities to implement project work.

Gelanghe Township

Adult (over-15) illiteracy is even more of a problem in Gelanghe than in Mengzhe, at 24.1%. Three cases of trafficking of women were reported in survey villages in Gelanghe during 1995–2000.

Each of the surveyed villages in Gelanghe had a village committee of five to seven members, including one woman member. All villages in the township are accessible by road and have electricity and TV reception and a health clinic with between one and three health workers.

Menghun Township

The rate of adult (over-15) illiteracy found in Menghun was less than half of the rate for the county, at 7.4%, suggesting a comparatively high average level of education among the residents. The per capita net income is 1,542 RMB, 22.9% over the average level of the county. At 59.7%, the proportion of women among labour migrants was significantly lower than in Mengzhe or Gelangzhe (both around 68%) and the county average (around 65.5%).

Despite the township's relative economic and educational advantages, three of the reported trafficking cases took place in Menghun. Further investigation is needed to find out the real reasons behind the trafficking here.

Each of the surveyed villages in Menghun has its own village committee of eight members, including one woman. All villages in the township are accessible by road and have electricity, TV reception and a health clinic with one to two health workers.

Bada Township

The percentage of women among labour migrants in Bada was even lower than in Menghun, at exactly 50%. However, the overall number of migrants – 370 – was relatively high, accounting for 21.7% of the county total.

Bada was the poorest of the townships, with a per capita net income of only 858 RMB in the surveyed villages and almost a quarter of households surveyed living in poverty. Adult (over-15) illiteracy was found to be slightly worse than the county average.

Each of the surveyed villages in Bada has a village committee of five members, including one woman. All villages in the township are accessible by road and have electricity. Two of the three villages had TV reception and a health clinic with one health worker.

No cases of human trafficking were reported in the surveyed villages in Bada between 1995 and 2000. However, experience suggests that an area with so much poverty, low educational levels and large numbers of people leaving their villages to find work, is highly vulnerable to trafficking.