HUMAN TRAFFICKING

Trends

China remains a country of origin, transit, and destination for the trafficking of men, women, and children, as defined under the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (UN TIP Protocol). Chinese men, women, and children are trafficked within China’s borders for purposes including sexual exploitation; forced marriage; forced begging; domestic servitude; and forced labor in brick kilns, coal mines, and factories. Human traffickers also continue to traffic men, women, and children to and from countries across Asia, the Americas, Europe, and Africa. Cases of men and children in China working under forced or otherwise exploitative labor conditions that constitute human trafficking under the UN TIP Protocol also emerged during the Commission’s 2014 reporting year. The full extent of the forced labor problem in China remains unclear, as the Chinese government does not criminalize and report on all forms of forced labor, including the labor trafficking of men. Some forms of manual labor that would qualify as forced labor under international standards reportedly occur in state-sponsored detention centers.

Anti-Trafficking Efforts

Since its accession to the UN TIP Protocol in 2009, the Chinese government has steadily taken steps, in concert with other national governments and international non-governmental organizations, to revise domestic legislation, policies, and anti-trafficking efforts to come into compliance with international standards. For example, in 2011, the National People’s Congress Standing Committee amended the PRC Criminal Law to strengthen the provisions on forced labor. In January 2013, the State Council took an additional step to bring government efforts into compliance with international standards by issuing the China Action Plan to Combat Trafficking in Persons (2013–2020), which is a revised version of its predecessor, the China Action Plan to Combat Trafficking in Women and Children (2008–2012). The new Action Plan revised the Chinese term for trafficking to include all persons (guaimai renkou). The term used in the previous plan referred to only women and children (guaimai funu ertong). This terminology change is not yet reflected in Chinese law. The Action Plan calls for increased international cooperation; improved anti-trafficking laws, regulations, and policies; anti-trafficking funding in local budgets; and increased efforts in prevention and protection. It is difficult to assess whether the State Council has provided adequate resources and training to local authorities for implementing the plan’s objectives or whether local governments are able to budget the funds necessary to finance anti-trafficking work as the plan has recommended.

Chinese authorities took limited steps this year to improve prevention, protection, and services for victims of trafficking, but did not release detailed information on the services provided or the
number of victims identified and assisted. In addition to continuing to operate a nationwide anti-trafficking hotline, authorities reportedly established a local anti-trafficking hotline in Lhasa city, Tibet Autonomous Region, as well as a fund for assisting trafficking victims and their families in Guizhou province. The Chinese government did not provide information on how many cases were investigated or how many victims were assisted as a result of these efforts. After nine consecutive years on the Tier 2 Watch List in the U.S. State Department's annual Trafficking in Persons (TIP) Report, in June 2013, China was automatically downgraded to Tier 3, the lowest tier ranking. In the 2014 TIP report, the U.S. State Department returned China to its previous Tier 2 Watch List status, stating that the Chinese government "is making significant efforts" to comply with the minimum standards for the elimination of trafficking. The report provided the Chinese government's abolition of reeducation through labor centers as an example of such efforts.

Anti-Trafficking Challenges

Additional revisions are needed to bring China's domestic legislation into compliance with the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (UN TIP Protocol). For example, while the PRC Criminal Law prohibits human trafficking, its provisions do not appear to cover all forms of trafficking, such as certain types of non-physical coercion and the commercial sex trade of minors. Nor does the definition of trafficking provided under Article 240 of the PRC Criminal Law clearly include offenses against male victims, although other articles in the same law address some aspects of these crimes. Each of these forms of trafficking is covered under Article 3 of the UN TIP Protocol. The PRC Criminal Law's trafficking definition is also overly broad in some respects compared with the UN TIP Protocol, as it includes the purchase or abduction of children for subsequent sale without specifying the end purpose of these actions. Under the UN TIP Protocol, the purchase or abduction of children for subsequent sale constitutes trafficking only if the end purpose of the sale is exploitation, such as sexual exploitation, forced labor, or servitude. Due to these key inconsistencies between the Chinese legal definition and international standards on human trafficking, Chinese official reports and statistics on trafficking cases do not provide an accurate picture of the number of trafficking cases being handled through the criminal justice system in China.

Government and Party-controlled media sources issued reports in the past year highlighting "trafficking" cases which involved the purchase and sale of children for the purpose of adoption. In mislabeling these cases as child trafficking cases instead of cases of fraudulent adoptions, these reports reflect the ongoing problem in China of authorities focusing "anti-trafficking" resources and efforts on crimes that do not qualify as trafficking under international standards.

In addition, Chinese officials' anti-trafficking work reflects a continued misalignment with international standards, especially in officials' conflation of human trafficking with human smuggling and
their subsequent treatment of trafficking victims as criminals. According to the UN Office on Drugs and Crime, the main international body responsible for implementing the UN TIP Protocol, “human trafficking” and “migrant smuggling” mainly differ with respect to consent, exploitation, and transnationality. Commonly, human trafficking involves the exploitation of an individual (either domestically or after they have crossed borders) without the individual’s consent, or if the individual initially consented, the consent was “rendered meaningless by the coercive, deceptive, or abusive actions of the traffickers.” Conversely, migrant smuggling involves the cross-border transport of an individual with the individual’s consent and ends when the migrant arrives at his or her destination. In conflating the two, Chinese officials may punish individuals for illegal entry into China without giving adequate consideration to the role exploitation may have played in the border crossing. The Chinese government continues to deport all undocumented North Koreans as illegal “economic migrants” and does not provide legal alternatives to repatriation for foreign victims of trafficking. [For more information, see Section II—North Korean Refugees in China.]

Risk Factors

Chinese and international experts link China’s ongoing human trafficking problem to several political, demographic, economic, and social factors. Reports indicate that China’s sex ratio—which has become severely skewed against the backdrop of China’s population planning policies and Chinese families’ preference for sons—may have increased the demand for trafficking of women for forced marriage and commercial sexual exploitation. A 2010 study issued by the Chinese Academy of Social Sciences reported that, by 2020, the number of Chinese males of marriageable age may exceed the number of Chinese females of marriageable age by 30 to 40 million. In recent years, domestic and international observers have also linked China’s trafficking problem with a lack of education on trafficking prevention for vulnerable women and parents, and challenging conditions in bordering countries such as conflict, poverty, and limited job opportunities. [For additional information on China’s skewed sex ratio, see Section II—Population Planning.]

Representative Human Trafficking Cases Published During the 2014 Reporting Year

- Guangdong:
  - From March to October 2013, traffickers in Guangzhou municipality, Guangdong province, reportedly held 17-year-old Zhou Cheng (alias) and two other young boys against their will and forced them to work assembling watches in a locked two-bedroom apartment. During their months-long imprisonment, the traffickers reportedly subjected the boys to threats, severe beatings, and long hours of work under adverse conditions. After the boys escaped with the help of police in October, the Yuxiu District People’s Procuratorate reportedly charged four persons with the crime of forced labor and awarded Zhou Cheng 3,000 yuan (US$484) in compensation.
In June 2013, 28-year-old Khai Sochoeun and two other Cambodian women arrived at the Guangzhou airport, having been given passports, short-term tourist visas, money, and the promise of factory jobs. Instead, traffickers drove them about 10 hours away to a remote village and sold them into marriage. Sochoeun was forced to marry a middle-aged laborer with whom she could not communicate and who reportedly beat her. She lived in the home with his extended family, and describes her experience as like that of a “sex slave,” recalling that “all they wanted was for me to get pregnant.” Sochoeun escaped a few months later with the help of a local human rights organization and returned home to Cambodia.

Macau: In April 2014, local public security officials received notice of prostitution activity in a hotel in the Central District, Macau Special Administrative Region, and upon investigation discovered 38 female and 2 male Tanzanian nationals, aged 19 to 34, in five hotel rooms. One of the women claimed she had been coerced into sex work and that a trafficker had confiscated all her money. When she tried to get out of the work, traffickers confined and beat her. Security officials arrested four Tanzanian women on charges of trafficking and housing and controlling prostitutes.

Yunnan and Anhui: In March 2013, traffickers lured two 15-year-old Burmese girls into leaving the home where they were working as childcare providers in Yunnan province for a daytrip to a nearby town. The traffickers held the girls under constant guard, prohibiting them from communicating with the outside world, and then sold the two for 60,000 yuan (US$9,690) into marriage with villagers in Tiefo town, Suixi county, Huaiabei municipality, Anhui province. Local villagers notified the police, who freed the women. A court in Suixi county sentenced three people to six years in prison each for the crime of trafficking. Others involved in the case remain under investigation.

Notes to Section II—Human Trafficking
1 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime, adopted by General Assembly resolution 55/25 of 15 November 00, entered into force 25 December 03. This protocol is also commonly referred to as the Palermo Protocol because it was adopted in Palermo, Italy, in 2000.
4 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (UN TIP Protocol), adopted by General Assembly resolution 55/25 of 15 November 00, entered into force 25 December 03, art. 3. According to Article 3(a) of the UN TIP Protocol, “‘Trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the ex-
exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or services, slavery or practices similar to slavery, servitude or the removal of organs.”


18. Ibid., sec. 2.1.2(2). See also CECC, 2013 Annual Report, 10 October 13, 114.

19. Ibid., sec. 3.2. See also CECC, 2013 Annual Report, 10 October 13, 114.

20. Ibid., sec. 2.4.2(1). See also CECC, 2013 Annual Report, 10 October 13, 115.

21. Ibid., secs. 2.1.2(2), 2.2.2(1), 2.3. See also CECC, 2013 Annual Report, 10 October 13, 114–115.


23. Ibid., 133–34. According to this report, “[the [Chinese] government reported that out of 1,400 shelters serving a wide variety of people, including victims of crime and the homeless, seven were exclusively dedicated to care for victims of human trafficking; victims reportedly had access to basic services at China’s general-purpose shelter network.”


25. Ibid.


28. Ibid.

29. Ibid.

30. Topics that need to be addressed in domestic legislation to bring it into compliance with the UN TIP Protocol include protection and rehabilitation of victims of trafficking (see UN TIP Protocol, art. 6.3), addition of non-physical forms of coercion into the legal definition of trafficking (see UN TIP Protocol, art. 3(a)), commercial sexual exploitation of minors (see UN TIP Protocol, art. 3(e and d)), and trafficking of men (covered under the definition of “trafficking in persons” in art. 3(a) of the UN TIP Protocol). See UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime, adopted by General Assembly resolution 55/25 of 15 November 00, entered into force 25 December 03. See also Office To Monitor and Combat Trafficking in Persons, U.S. Department of State, “Trafficking in Persons Report 2009—
China,” 16 June 09, 106. “China’s definition of trafficking does not prohibit . . . offenses committed against male victims . . .”

11 The PRC Criminal Law defines trafficking as “abducting, kidnapping, buying, trafficking in, fetching, sending, or transferring a woman or child, for the purpose of selling the victim.” PRC Criminal Law [Zhonghua renmin gongheguo xingfa], passed 1 July 79, amended 14 March 97, 25 December 99, 31 August 01, 29 December 01, 28 December 02, 28 February 05, 29 June 06, 28 February 09, 25 February 11, art. 240. The PRC Criminal Law [Zhonghua renmin gongheguo xingfa], passed 1 July 79, amended 14 March 97, 25 December 99, 31 August 01, 29 December 01, 28 December 02, 28 February 05, 29 June 06, 28 February 09, 25 February 11, art. 240. The PRC Criminal Law defines trafficking as “abducting, kidnapping, buying, trafficking in, fetching, sending, or transferring a woman or child, for the purpose of selling the victim.”

12 PRC Criminal Law [Zhonghua renmin gongheguo xingfa], passed 1 July 79, amended 14 March 97, 25 December 99, 31 August 01, 29 December 01, 28 December 02, 28 February 05, 29 June 06, 28 February 09, 25 February 11, arts. 240, 244, 358. For additional information on this topic, see Office To Monitor and Combat Trafficking in Persons, U.S. Department of State, “Trafficking in Persons Report 2013—China,” 19 June 13, 130. According to this report, “it remains unclear whether [articles 240, 244, and 358] prohibited the use of common non-physical forms of coercion, such as threats of financial or reputational harm, or whether acts such as recruiting, providing, or obtaining persons for compelled prostitution are covered.”

13 PRC Criminal Law [Zhonghua renmin gongheguo xingfa], passed 1 July 79, amended 14 March 97, effective 1 October 97, amended 25 December 99, 31 August 01, 29 December 01, 28 December 02, 28 February 05, 29 June 06, 28 February 09, 25 February 11, arts. 240(4), 244, 358(3). See also Office To Monitor and Combat Trafficking in Persons, U.S. Department of State, “Trafficking in Persons Report 2014—China,” 20 June 14, 133. As the TIP report notes, “Article 359 makes it a crime to lure girls under the age of 14 into prostitution, but does not criminalize facilitating the prostitution of boys under 18 or girls between the ages of 14 and 18, although two provincial supreme courts have found Articles 358 and 359 to extend to men, women, and children, generally.”

14 PRC Criminal Law [Zhonghua renmin gongheguo xingfa], passed 1 July 79, amended 14 March 97, effective 1 October 97, amended 25 December 99, 31 August 01, 29 December 01, 28 December 02, 28 February 05, 29 June 06, 28 February 09, 25 February 11, art. 240. The PRC Criminal Law defines trafficking as “abducting, kidnapping, buying, trafficking in, fetching, sending, or transferring a woman or child, for the purpose of selling the victim.”


16 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (UN TIP Protocol), adopted by General Assembly resolution 55/25 of 15 November 00, entered into force 25 December 03, art. 3(a), Article 3(a) of the UN TIP Protocol states: “Trafficking in persons’ shall mean the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of goods or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation. Exploitation shall include, at a minimum, the exploitation of the prostitution of others or other forms of sexual exploitation, forced labour or servitude, slavery or practices similar to slavery, servitude or the removal of organs.”

17 PRC Criminal Law [Zhonghua renmin gongheguo xingfa], passed 1 July 79, amended 14 March 97, effective 1 October 97, amended 25 December 99, 31 August 01, 29 December 01, 28 December 02, 28 February 05, 29 June 06, 28 February 09, 25 February 11, art. 240. The PRC Criminal Law defines trafficking as “abducting, kidnapping, buying, trafficking in, fetching, sending, or transferring a woman or child, for the purpose of selling the victim.”

18 UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention against Transnational Organized Crime (UN TIP Protocol), adopted by General Assembly resolution 55/25 of 15 November 00, entered into force 25 December 03, art. 3(a) and (c). The end result of exploitation is one of the required elements of a trafficking case under Article 3 of the UN TIP Protocol.

19 See, e.g., Bai Tiantian, “Police Save 382 Babies in Trafficking Crackdown,” Global Times, 1 March 14; “94 Children, Women Rescued in Trafficking Crackdown,” Global Times, 1 March 14; “Trafficking in Persons Report 2014—China,” 20 June 14, 133. According to this report, “it remains unclear whether [articles 240, 244, and 358] prohibited the use of common non-physical forms of coercion, such as threats of financial or reputational harm, or whether acts such as recruiting, providing, or obtaining persons for compelled prostitution are covered.”

20 See, e.g., State Council Information Information Office, “White Paper on Progress in China’s Human Rights in 2013,” reprinted in Xinhua, 26 May 14; “Progress Made in Protecting Rights of Person: White Paper,” Xinhua, 26 May 14; Bai Tiantian, “Police Save 382 Babies in Trafficking Crackdown,” Global Times, 1 March 14; “94 Children, Women Rescued in Trafficking Crackdown,” Global Times, 1 March 14; “Trafficking in Persons Report 2014—China,” 20 June 14, 133. As the TIP report notes, “Article 359 makes it a crime to lure girls under the age of 14 into prostitution, but does not criminalize facilitating the prostitution of boys under 18 or girls between the ages of 14 and 18, although two provincial supreme courts have found Articles 358 and 359 to extend to men, women, and children, generally.”

21 See, e.g., State Council Information Information Office, “White Paper on Progress in China’s Human Rights in 2013,” reprinted in Xinhua, 26 May 14; “Progress Made in Protecting Rights of Person: White Paper,” Xinhua, 26 May 14; Bai Tiantian, “Police Save 382 Babies in Trafficking Crackdown,” Global Times, 1 March 14; “94 Children, Women Rescued in Trafficking Crackdown,” Global Times, 1 March 14; “Trafficking in Persons Report 2014—China,” 20 June 14, 133. According to this report, “it remains unclear whether [articles 240, 244, and 358] prohibited the use of common non-physical forms of coercion, such as threats of financial or reputational harm, or whether acts such as recruiting, providing, or obtaining persons for compelled prostitution are covered.”

Yuan in Compensation'' [17 sui shaonian bei qiangpo laodong 8 ge yue huo 3000 yuan jiuzhu san ge shoupian shaonian], Guangzhou Daily, 13 January 14.

in these countries, contribute to the rising trafficking of foreign women.''

der areas between China and Southeast Asian countries, in addition to poverty in some regions

anti-trafficking office] said the lack of natural barriers, such as rivers or mountains in the bor-

ber 11. According to the China Daily report, ''[the director of the Ministry of Public Security's

Freed Asia, 4 March 11; Zhang Yan, ''More Women Kidnapped for Brides,'' China Daily, 3 Decem-

April 14; Mahasti Dustmurod, ''Rise in Human Trafficking in Tajikistan,'' IWPR Radio, 12

Printed in China Daily, 8 March 10.

Global Times, 4 November 13; ''A Hundred Victims of Human Trafficking Contact Police for

Help,'' Eleven, 16 March 14; ''Chinese Women Taught To Avoid People-Traffickers,'' Xinhua, re-


North Korean refugees by treating them as illegal economic migrants—despite reports that

see UN Human Rights Council, Report of the Detailed Findings of the Commission of Inquiry

on Human Rights in the Democratic People's Republic of Korea, A/HRC/25/CRP.1, 7 February

14, paras. 492–54.

"China's Sex Ratio at Birth Declines 4 Years in a Row," Xinhua, 5 March 13. Xinhua re-

ported in March 2013 that China's sex ratio at birth in 2012 was 117.7 males for every 100

females, down from 117.8 in 2011, 117.94 in 2010, and 119.45 in 2009. Shan Juan, "Gender

Imbalance Set To Ease," China Daily, 30 March 12. According to the article, "it is estimated that

by 2020, China will have 24 million more men than women of marriageable age." Chinese

Academy of Social Sciences, "Difficulty Finding a Wife in 10 Years: 1 Out of Every 5 Men To Be

a Bare Branch" [10 nian zhihou quqi nan, 5 ge nanren zhong jiuyou 1 ge guanggun], 27 January

10. This study issued by the Chinese Academy of Social Sciences reported that, by 2020,

the number of Chinese males of marriageable age may exceed the number of Chinese females

of marriageable age by 30 to 40 million.

Shan Juan, "Gang Busted for Illegal Gender Selection Testing," China Daily, 20 January

14. According to Zhai Zhenwu, a professor at the Renmin University School of Sociology and

Population Studies, son preference is the root cause of China's skewed sex ratio, and "the pref-

erence for boys became more intense as the three-decade-old family planning policy restricted

most families to just one child." See also Mikhail Lipatov et al., "Economics, Cultural Trans-

mission, and the Dynamics of the Sex Ratio at Birth in China," Proceedings of the National

Academy of Sciences, Vol. 105, No. 49 (December 2008), 19171. According to this study, "The

root of the [sex ratio] problem lies in a 2,500-year-old culture of son preference."

Office To Monitor and Combat Trafficking in Persons, U.S. Department of State, "Traf-


government's birth limitation policy and a cultural preference for sons create a skewed sex ratio

of 117 boys to 100 girls in China, which may serve to increase the demand for prostitution and

for foreign women as brides for Chinese men—both of which may be procured by force or coer-

cion."

Chinese Academy of Social Sciences, "Difficulty Finding a Wife in 10 Years: 1 Out of Every

5 Men To Be a Bare Branch" [10 nian zhihou quqi nan, 5 ge nanren zhong jiuyou 1 ge

guanggun], 27 January 10.

Liu Shiping, "Human Trafficking Crackdown Praiseworthy, but More Remains To Be Done,”

Global Times, 4 November 13; "A Hundred Victims of Human Trafficking Contact Police for

Help," Eleven, 16 March 14; "Chinese Women Taught To Avoid People-Traffickers," Xinhua, re-

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Lee Yu Kyung, "Burma: Trafficking Worsens With War’s Return," Green Left Weekly, 7

April 14; Mahasti Dustmurod, "Rise in Human Trafficking in Tajikistan," IWPR Radio, 12

March 14. See also Kathleen E. McLaughlin, "Borderland: Sex Trafficking on the China-

Myanmar Border," Global Post, 26 October 10; "Women Tricked, Trafficked Into China," Radio

Free Asia, 4 March 11; Zhang Yan, "More Women Kidnapped for Brides," China Daily, 3 Decem-

ber 11. According to the China Daily report, "[the director of the Ministry of Public Security's

anti-trafficking office] said the lack of natural barriers, such as rivers or mountains in the bor-

der areas between China and Southeast Asian countries, in addition to poverty in some regions

in these countries, contribute to the rising trafficking of foreign women."

Xu Yifei, "Black Room Cannot Keep Three Tricked Youths Imprisoned" [Heiwu qiu bu zhu

san ge shoupian shaonian], Guangzhou Daily, 13 January 14.

Ibid.

Ibid.; Xu Yifei, "17-Year-Old Minor Forced Labor Situation for 8 Months, Awarded 3000

Yuan in Compensation" [17 sui shaonian bei qiangpo laodong 8 ge yue huo 3000 yuan juzhu


Kate Barlett, "China's One-Child Policy Creates Market for Cambodian Brides," UCA News,

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Ibid.

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Wang Chenchen, "Huaibei, Suixi: Two Girls From Burma Trafficked, Three People Each

Sentenced to Six Years" [Huaibei suixi: guaimai miandian nuhai san ren ren jun pan liu nian],

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