

TRAFFICKING IN PERSONS REPORT

JUNE 2007

DEPARTMENT OF STATE
UNITED STATES OF AMERICA

"All nations that are resolute in the fight to end human trafficking have a partner in the United States. Together we will continue to affirm that no human life can be devalued or discounted. Together we will stop at nothing to end the debasement of our fellow men and women. And together we will bring forth a world of fuller hope, a world where people enjoy the full blessings of their God-given liberty."

— Secretary Condoleezza Rice
***2006 TIP Report* release, June 5, 2006**



Dear Reader:

Two hundred years ago, the British Parliament outlawed the trans-Atlantic slave trade, culminating a decades-long struggle led by William Wilberforce.

Trafficking in persons is a modern-day form of slavery, a new type of global slave trade. Perpetrators prey on the most weak among us, primarily women and children, for profit and gain. They lure victims into involuntary servitude and sexual slavery. Today we are again called by conscience to end the debasement of our fellow men and women. As in the 19th century, committed abolitionists around the world have come together in a global movement to confront this repulsive crime. President George W. Bush has committed the United States Government to lead in combating this serious 21st century challenge, and all nations that are resolved to end human trafficking have a strong partner in the United States.

The seventh annual *Trafficking in Persons Report* documents efforts by foreign governments to prevent human trafficking, prosecute criminals, and protect their victims. The report probes even the darkest places, calling to account any country, friend or foe, that is not doing enough to combat human trafficking. The power of shame has stirred many to action and sparked unprecedented reforms; and the growing awareness has prompted important progress in combating this crime and assisting its victims wherever they are found.

Defeating human trafficking is a great moral calling of our day. Together with our allies and friends, we will continue our efforts to bring this cruel practice to an end. Thank you for joining the new abolitionist movement. Together we can make a difference, and together we can build a safer, freer, and more prosperous world for all.

Sincerely,

Condoleezza Rice


STOP CHILD TRAFFICKING
MAKE AND ENFORCE
PROPRIATE LAWS

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VICTIM PROFILES

The victims' testimonies included in the report are meant to be representative only and do not include all forms of trafficking that occur. Any of these stories could unfortunately take place almost anywhere in the world. They are provided to illustrate the many forms of trafficking and the wide variety of places in which they take place. No country is immune. All names of victims that appear in this report are fictional. The photographs on this Report's cover and most uncaptioned photographs in the Report are not images of confirmed trafficking victims, but are provided to show the myriad forms of exploitation that help define trafficking and the variety of cultures in which trafficking victims are found.

INTRODUCTION

BURMA

CHILD SOLDIERS Ko Aung said: "I was recruited by force, against my will. One evening while we were watching a video show in my village, three army sergeants came. They checked whether we had identification cards and asked if we wanted to join the army. We explained that we were underage and hadn't got identification cards. I said no and came back home that evening but an army recruitment unit arrived next morning at my village and demanded two new recruits. Those who could not pay 3000 kyats ($9) had to join the army, they said. My parents could not pay, and altogether 19 of us were recruited and sent to Mingladon [an army training centre]."

THE 2007 TRAFFICKING IN PERSONS (TIP) REPORT

Purpose

The Department of State is required by law to submit a Report each year to the U.S. Congress on foreign governments' efforts to eliminate severe forms of trafficking in persons. This Report is the seventh annual TIP Report. It is intended to raise global awareness, to highlight efforts of the international community, and to encourage foreign governments to take effective actions to counter all forms of trafficking in persons.

The U.S. law that guides anti-human trafficking efforts, the Trafficking Victims Protection Act of 2000, as amended (TVPA), states that the purpose of combating human trafficking is to punish traffickers, to protect victims, and to prevent trafficking from occurring. Freeing those trapped in slave-like conditions is the ultimate goal of this Report—and of the U.S. government's anti-human trafficking policy.

Human trafficking is a multi-dimensional threat. It deprives people of their human rights and freedoms, it increases global health risks, and it fuels the growth of organized crime.

Human trafficking has a devastating impact on individual victims, who often suffer physical and emotional abuse, rape, threats against self and family, document theft, and even death. But the impact of human trafficking goes beyond individual victims; it undermines the health, safety and security of all nations.

There is an ever-growing community of nations making significant efforts to eliminate this atrocious crime. A country that fails to make significant efforts to bring itself into compliance with the minimum standards for the elimination of trafficking in persons, as outlined in the TVPA,



Child Soldiers in Burma



"There really is nothing like the death in the eyes of these children inside these brothels who are just being serially raped. But when someone shows up to intervene on their behalf, I've seen life return to those same eyes."

— Gary Haugen, President, *International Justice Mission*

CAMBODIA

CHILD SEX TRAFFICKING Sisters Naren and Sitthy, ages 10 and 12 years, lived in Phnom Penh. Their parents agreed to deliver the young girls to a German national's rented apartment for sex in exchange for money. While at the apartment, the German man sexually abused the girls and documented the abuse on video. Tipped off by a neighbor, the girls were rescued by a non-governmental organization. They testified against the man and their parents.

receives a "Tier 3" assessment in this Report. Such an assessment could trigger the withholding by the United States of non-humanitarian, non-trade-related foreign assistance. In assessing foreign governments' efforts, the TIP Report highlights the "three P's"—prosecution, protection, and prevention. But a victim-centered approach to trafficking requires us also to address the "three R's"—rescue, rehabilitation, and reintegration—and to encourage learning and sharing of best practices in these areas.

This year is the 200th anniversary of the abolition of the transatlantic slave trade. The movement led by British parliamentarian William Wilberforce took decades to succeed. It required a nation to deepen and expand its definition of human dignity. It required a nation to declare that moral values outweigh commercial interests. Nothing less is required today of every nation taking up the contemporary challenge to eliminate human trafficking, a form of modern-day slavery.

RANDOM FACTOR IN TRANSNATIONAL TRAFFICKING

The globalization of markets and labor forces, and the concomitant relaxation of travel barriers have spawned new trafficking scenarios and routes, including some that appear to defy easy explanation. A greater variety of nationalities have been documented recently among trafficking victims in destination countries. While at first glance these linkages may appear difficult to understand, it seems that traffickers are seizing upon any targets of opportunity for exploitation and relying on vast distances and cultural and linguistic differences to increase the vulnerability of victims. This random factor of transnational trafficking will increasingly appear as the economic and logistical obstacles involved in transporting new victims to distant lands diminish.

In the last year:

- **Zambian girls were trafficked to Ireland for commercial sexual exploitation**
- **Filipina women were trafficked to Cote d'Ivoire for commercial sexual exploitation**
- **Vietnamese children were trafficked to the United Kingdom for forced involvement in drug smuggling**
- **Thai men were trafficked to the United States for labor exploitation and debt bondage**
- **Dominican women were trafficked to Montenegro for commercial sexual exploitation**
- **A Kenyan woman was trafficked to Mexico for commercial sexual exploitation**
- **Chinese women were trafficked to Afghanistan for commercial sexual exploitation**
- **Russian students were trafficked to the United States for forced labor, selling ice cream**

Human Trafficking Defined

The TVPA defines "severe forms of trafficking," as:

a. Sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person induced to perform such an act has not attained 18 years of age; or

b. The recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage, or slavery.

A victim need not be physically transported from one location to another in order for the crime to fall within these definitions.



Red light district in Amsterdam.

INDIA

FORCED LABOR When Aakesh was five years old, he was playing with friends in his village when some men drove into his village and asked the boys if they wanted to see a "video." The boys piled into the back of the vehicle and were driven 200 miles away. They were locked in a room for days without food and were beaten. The traffickers had abducted these vulnerable children so they could be forced to weave carpets. The boys were held captive for nine years. Two of Aakesh's friends didn't survive—one was shot while trying to escape and the other died from an untreated illness. The boys were 14 years old when they were rescued, barely able to speak. They were malnourished and wounded, but finally free.



Young girls are trafficked as bonded laborers, paying-off a small debt inherited from their ancestors.

The Scope and Nature of Modern-Day Slavery

The common denominator of trafficking scenarios is the use of force, fraud, or coercion to exploit a person for profit. A victim can be subjected to labor exploitation, sexual exploitation, or both. Labor exploitation includes slavery, forced labor, and debt bondage. Sexual exploitation typically includes abuse within the commercial sex industry. In other cases, victims are exploited in private homes by individuals who often demand sex as well as work. The use of force or coercion can be direct and violent or psychological.

A wide range of estimates exists on the scope and magnitude of modern-day slavery. The International Labor Organization (ILO)—the United Nations agency charged with addressing labor standards, employment, and social protection issues—estimates there are 12.3 million people in forced labor, bonded labor, forced child labor, and sexual servitude at any given time; other estimates range from 4 million to 27 million.

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

Human traffickers prey on the vulnerable. Their targets are often children and young women, and their ploys are creative and ruthless, designed to trick, coerce, and win the confidence of potential victims. Very often these ruses involve promises of a better life through marriage, employment, or educational opportunities.

The nationalities of trafficked people are as diverse as the world's cultures. Some leave developing countries, seeking to improve their lives through low-skilled jobs in more

SERVITUDE ON THE HIGH SEAS

Traffickers seek vulnerabilities in their intended victims, and they also seek environments in which they can exploit victims with minimal threat of the victims' escape or law enforcement action. Few environments are more conducive to exploitation than the high seas. Lured into well-paying fishing jobs, a significant number of fishermen and children find themselves confined and forced to work under terrible conditions with no escape or help possible. Many are subjected to beatings; deprived of food, water, and sleep; exposed to highly unsanitary conditions and infectious diseases; and forced to perform life-threatening work in unsafe conditions without pay. Victims who do not die, find themselves exploited by their traffickers anywhere from six months to four years.

The true extent of labor exploitation on the high seas is unknown, but cases that surface are truly abhorrent. In August 2006, more than 30 Burmese fishermen died from infectious diseases and lack of medical care on fishing vessels found off the coast of Thailand; the bodies of victims were tossed overboard, discarded like common refuse. Burmese and Cambodian men and boys are trafficked onto commercial fishing boats in ports on the Gulf of Thailand and the Andaman Sea. Promised employment in seafood processing factories by traffickers, they are commonly delivered directly to fishing vessels and constrained until their ship departs.



In December 2005, 25 Ukrainian victims were found on a Russian fishing boat in the Sea of Japan. Recruiters lured men, ages 18 to 50, from poor fishing communities on the Black Sea with promises of good pay for work aboard industrial fishing vessels. Once at sea, however, the men were forced at gunpoint to work extremely long days without pay. They were deprived of sleep and physically and psychologically abused. They were deprived of food and water if they refused to work and sometimes consumed crab bait, consisting of raw fish, sea water, and melted ice water to survive. Although the vessel served as a perfect prison, their passports were confiscated. The victims were found and rescued when a Russian Coast Guard crew boarded the vessel to search for illegal poached crabs. They found the victims exhausted and half-starved, locked in the ship's hold along with three tons of illegally poached crab.

Another disturbing observation about this phenomenon is the large number of children trafficked to work in the fishing industry. Anecdotal evidence and recent ILO research indicates that up to 40 percent of workers in some fishing industries are under the age of 18. In January 2007, Mark, a six-year-old victim from Ghana, was rescued after working in indentured servitude on fishing boats on Lake Volta for $20 a year. Mark labored in dire conditions under a brutal fisherman who beat him when he did not do as he was told. He is now at an orphanage near Accra and is reported to be recovering well. ●



A Western man negotiated for the young Thai girl, while she clutched the arm of her trafficker. After settling on the price, the man left with the young girl, and the trafficker left with the payment.

prosperous countries. Others fall victim to forced or bonded labor in their own countries. Women eager for a better future are susceptible to promises of jobs abroad as babysitters, housekeepers, waitresses, or models—jobs that traffickers turn into the nightmare of prostitution without exit. Some families give children to adults, often relatives, who promise education and opportunity—but sell the children into exploitative situations instead.

Focus of the 2007 TIP Report

The TIP Report is the most comprehensive worldwide report on the efforts of governments to combat severe forms of trafficking in persons. This Report covers the period April 2006 through March 2007. It includes those countries that have been determined to be countries of origin, transit, or destination for a significant number of victims of severe forms of trafficking. The 2007 TIP Report represents an updated, global look at the nature and scope of modern-day slavery and the broad range of actions being taken by governments around the world to confront and eliminate it.

Because trafficking likely extends to every country in the world, the omission of a country from the Report may only indicate a lack of adequate information. The country narratives describe the scope and nature of the trafficking problem, the reasons for including the country, and the government's efforts to combat trafficking. Each narrative also contains an assessment of the government's compliance with the minimum standards for the elimination of trafficking as laid out in the TVPA, and includes suggestions for additional actions to combat trafficking. The remainder of the country narrative describes each government's efforts to enforce laws against trafficking, protect victims, and prevent trafficking. Each narrative explains the basis for rating a country as Tier 1, Tier 2, Tier 2 Watch List, or Tier 3. If a country has been placed on Tier 2 Watch List, the narrative will contain a statement of explanation, using the criteria found in the TVPA.

The TVPA lists three factors to be considered in determining whether a country should be in Tier 2 (or Tier 2 Watch List) or in Tier 3: 1) The extent to which the country is a country of origin, transit or destination for severe forms of trafficking; 2) The extent to which the government of the country does not comply with the TVPA's minimum standards including, in particular, the extent of the government's trafficking-related corruption; and 3) The resources and capabilities of the government to address and eliminate severe forms of trafficking in persons.

Some countries have held conferences and established task forces or national action plans to create goals for anti-trafficking efforts. However, conferences, plans, and task forces alone are not weighed heavily in assessing country efforts. Rather, the Report focuses on concrete actions governments have taken to fight trafficking, especially prosecutions, convictions, and prison sentences for traffickers, victim protection measures, and prevention efforts. The Report does not give great weight to laws in draft form or laws that have not yet been enacted. Finally, the Report does not focus on government efforts that contribute indirectly to reducing trafficking, such as education programs, support for economic development, or programs aimed at enhancing gender equality, although these are worthwhile endeavors.

Methodology

The Department of State prepared this Report using information from U.S. embassies, foreign government officials, NGOs and international organizations, published reports, research trips to every region, and information submitted to tipreport@state.gov. This email address was established for NGOs and individuals to share information on government progress in addressing trafficking. U.S. diplomatic posts reported on the trafficking situation and governmental action based on thorough research, including meetings with a wide variety of government officials, local and international NGO representatives, officials of international organizations, journalists, academics, and survivors.

RWANDA/ UNITED KINGDOM

SEX TRAFFICKING When she was 14, Adnita's boss, a trader for whom she worked in the Kigali market, told her to go with two men. He said they would take her to live abroad where she would be safe and go to school. When she reached Great Britain, a man picked her up from the airport and took her to a house. Another man came to the house and raped her. For two years, the teenager was forced to live in a locked kitchen with access only to a toilet and basin. The men kept her as a sex slave until she escaped and flagged down a driver, who took her to the police.



A brothel in Batam, Indonesia where women and girls are prostituted.

To compile this year's Report, the Department took a fresh look at information sources on every country to make its assessments. Assessing each government's anti-trafficking efforts involves a two-step process:

Step One: Finding Significant Numbers of Victims

First, the Department determines whether a country is "a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking," generally on the order of 100 or more victims, the same threshold applied in previous reports. Some countries, for which such information was not available, are not given tier ratings, but are included in the Special Case section because they exhibited indications of trafficking.

Step Two: Tier Placement

The Department places each country included on the 2007 TIP Report into one of the three lists, described here as tiers, mandated by the TVPA. This placement is based more on the extent of government action to combat trafficking, rather than the size of the problem, important though that is. The Department first evaluates whether the government fully complies with the TVPA's minimum standards for the elimination of trafficking (detailed on pp. 228-229). Governments that do fully comply are placed in Tier 1. For other governments, the Department considers whether they are making significant efforts to bring themselves into compliance. Governments that are making significant efforts to meet the minimum standards are placed in Tier 2. Governments that do not fully comply with the minimum standards and are not making significant efforts to do so are placed in Tier 3. Finally, the Special Watch List criteria are considered and, when applicable, Tier 2 countries are placed on the Tier 2 Watch List.



The Special Watch List— Tier 2 Watch List

The TVPA created a "Special Watch List" of countries on the TIP Report that should receive special scrutiny. The list is composed of: 1) Countries listed as Tier 1 in the current Report that were listed as Tier 2 in the 2006 Report; 2) Countries listed as Tier 2 in the current Report that were listed as Tier 3 in the 2006 Report; and, 3) Countries listed as Tier 2 in the current Report, where:

a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing;

b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year, including increased investigations, prosecutions, and convictions of trafficking crimes, increased assistance to victims, and decreasing evidence of complicity in severe forms of trafficking by government officials; or

c) The determination that a country is making significant efforts to bring itself into compliance with the minimum standards was based on commitments by the country to take additional future steps over the next year.

This third category (including a, b, and c) has been termed by the Department of State "Tier 2 Watch List." There were 32 countries placed on

TRAFFICKING FOR INVOLUNTARY DOMESTIC SERVITUDE

Marlena traveled to the Persian Gulf to earn money for her family as a domestic servant in a wealthy household. Instead of a room of her own, Marlena slept on the kitchen floor and worked 20 hours every day of the week serving the family. The employer's wife confiscated her passport the day she arrived and forbade her from ever leaving the house. The family locked her inside whenever they left. The employer's wife beat her and called her names when she did not work hard enough. When Marlena tried to run away, the employer told her that she would be arrested for leaving the house without permission. Though the recruitment agent promised her $200 per week, Marlena was never paid by her employers. After eight months, Marlena escaped, but once on the street, the police found and arrested her for running away from her employer. She sat in a deportation center for two years, waiting for her sponsor to grant her permission to leave the country.

Echoes of Marlena's story are heard throughout the world, including the United States, every year as domestic servants face physical abuse, confinement, threats, intimidation, and sexual assault. Children are particularly vulnerable. Throughout South Asia and North Africa, children from villages are often sold by their parents to work as domestic servants in large cities. Away from their families, children as young as eight face long hours of forced labor in households, enduring physical, psychological, and sexual abuse in the process. For them, running away not only carries the risk of police arrest, but also the threat of abuse on the streets.

By the unique nature of their work in a home, domestic servants—both adults and children—are generally isolated from the outside world, preventing them from accessing help or warning others of the dangers of domestic service. Domestic workers report being confined to the house and not allowed to speak to neighbors or guests, to make phone calls, or even write letters to their families. Laws often favor abusive employers because many countries do not protect domestic servants under their labor laws, and restrictive sponsorship laws for foreign domestic workers often give employers power to control their movements, even requiring the sponsors' permission for the foreign domestic worker to leave the household or the country. This lack of protection, combined with the inordinate legally-sanctioned power for employers, renders domestic servants highly vulnerable to abuse.

Many governments do not regard forced domestic servitude as a trafficking issue. Rather than criminally punish employers for forced labor, governments generally encourage victims to return to the household or seek civil penalties from abusive employers. Victims, traumatized from the abuse or fearing forcible deportation, often agree to allow the government to sweep the issue under the rug. They return home having lost recruitment fees they invested and wages they were owed as well as months or years of their lives. The traffickers, however, remain free and undeterred from exploiting again.

"We're not talking about sweatshops where people are treated horribly at work but then they can go home at night. We're talking about people held against their will, under threat of violence, and paid nothing."

— Jolene Smith,
Executive Director,
Free the Slaves.



Destinations, such as Pattaya, Thailand cater to the sex tourism industry. Many girls are underage and incapable of providing meaningful consent to men.

KENYA/ GERMANY

SEX TRAFFICKING Susie, 39-years-old, was in high spirits at the airport in Mombasa. She boarded a plane on her way to Germany to spend a three-month holiday, courtesy of her "boyfriend" who had lavished gifts on her. All hopes of an exciting, wonderful stay in a foreign land were shattered on arrival in Germany, when her boyfriend/trafficker confiscated her passport and denied her food for several days before informing her that she would work as a sex slave. She was raped repeatedly, beaten, and threatened with death. After enduring gross exploitation, Susie used a cell phone to call police.

Tier 2 Watch List in the June 2006 Report. Along with two countries that were reassessed as Tier 2 Watch List countries in September 2006 and five countries that met the first two categories above (moving up a tier from the 2005 to the 2006 TIP Report), these 39 countries were included in an "Interim Assessment" released by the Department of State on February 1, 2007.

Of the 34 countries on Tier 2 Watch List at the time of the Interim Assessment, 10 moved up to Tier 2 on this Report, while 7 fell to Tier 3 and 17 remain on Tier 2 Watch List. Countries placed on the Special Watch List in this Report will be reexamined in an interim assessment to be submitted to the U.S. Congress by February 1, 2008.

Potential Penalties for Tier 3 Countries

Governments of countries in Tier 3 may be subject to certain sanctions. The U.S. Government may withhold non-humanitarian, non-trade-related foreign assistance. Countries that receive no such assistance would be subject to withholding of funding for participation by officials and employees of such governments in educational

and cultural exchange programs. Consistent with the TVPA, governments subject to sanctions would also face U.S. opposition to assistance (except for humanitarian, trade-related, and certain development-related assistance) from international financial institutions such as the International Monetary Fund and the World Bank. Sanctions, if imposed, will take effect October 1, 2007.

All or part of the TVPA's sanctions can be waived upon a determination by the President that the provision of such assistance to the government would promote the purposes of the statute or is otherwise in the national interest of the United States. The TVPA also provides that sanctions can be waived if necessary to avoid significant adverse effects on vulnerable populations, including women and children. Sanctions would not apply if the President finds that, after this Report is issued but before sanctions determinations are made, a government has come into compliance with the minimum standards or is making significant efforts to bring itself into compliance.

Regardless of tier placement, every country can do more, including the United States. No country placement is permanent. All countries must maintain and increase efforts to combat trafficking.



INVOLUNTARY DOMESTIC SERVITUDE IN DIPLOMATIC RESIDENCES

A form of trafficking in persons that this Report has highlighted is the forced labor of domestic servants. Employers largely exploit girls and women, usually from less developed countries, and their suffering in conditions of involuntary servitude is often not witnessed by others outside the employer's family, making it particularly difficult for victims to seek help and for law enforcement authorities to investigate. This problem has been identified in the United States and in other countries around the world.

Most members of the diplomatic community in the United States respect U.S. law and regulations, and most members of the diplomatic community do not have full immunities from civil and criminal jurisdiction. Yet reports indicate that a small number of members of the diplomatic community abuse domestic workers brought to the United States from other countries.

While diplomatic immunity can block traditional law enforcement responses to trafficking crimes, there are alternatives to prosecution that can have a punitive effect on offenders. Also, when informed by a prosecutor that, but for immunity, criminal charges would be brought against a diplomat, the Department of State's policy, reflected in the Foreign Affairs Manual, is to seek a waiver of immunity from the sending state in order to allow prosecution in the United States. If a waiver of immunity is not given, the individual will be required to leave the United States and will not be permitted to return except to face charges. The United States expects diplomats and others here to respect U.S. laws and will seek to hold foreign persons in the United States, including diplomats, to the same standard in the global effort to curb trafficking in persons. ●

TRAFFICKING OF MIGRANT LABORERS: THE ONUS ON SOURCE GOVERNMENTS

The 2005 and 2006 TIP Reports focused attention on the conditions faced by many migrant workers legally contracted to perform low-skilled work in developed countries but who were later subjected to fraudulent misrepresentation of work conditions, debt bondage, or forced labor conditions at the hands of employers in destination countries. This attention has been focused largely on the responsibilities of destination countries where the most obvious forms of exploitation take place. These forms of exploitation include physical abuse, sexual abuse, physical restraint, psychological coercion, confiscation of identify and travel documents, and abuse of immigration laws.

"Human trafficking is a modern-day slave trade. It violates fundamental human rights and exploits innocent people."

— Sheikha Haya Rashed Al Khalifa, President of the UN General Assembly

Governments of destination countries for migrant workers have a special obligation to ensure that those workers are not subjected to servitude. Therefore, where credible reports have indicated significant and inadequately addressed servitude of migrant workers, those destination countries are generally rated in Tier 2 Watch List or Tier 3. This focus on the need to protect migrant workers from modern-day forms of slavery will continue.

Increasingly, however, research is showing that source countries permit or encourage some exploitative practices that either place migrant workers in involuntary servitude before they leave for work abroad, or place them in unfair debts that are precursors to involuntary servitude in the destination country. Governments of major source countries of migrant workers have obligations too—obligations to protect these workers' interests by limiting pre-departure fees and "commissions" to reasonable levels that do not contribute to situations of debt bondage. Source countries should negotiate agreements with destination countries to obtain formal guarantees of their citizen's rights while working abroad. Also, source countries should provide a "safety net" of consular officers, legal aid, and ensured access to shelters for workers, should they face conditions of involuntary servitude abroad. This Report sheds new light on the exploitative practices found in some source countries and holds governments in those countries accountable for failing to curb abuses.





Children are forced to fish the dangerous waters of Lake Volta in the Yeji region of Ghana.

How the Report Is Used

This Report is a diplomatic tool for the U.S. government to use as an instrument for continued dialogue and encouragement and as a guide to help focus resources on prosecution, protection, and prevention programs and policies. The State Department will continue to engage governments about the content of the Report in order to strengthen cooperative efforts to eradicate trafficking. In the coming year, and particularly in the months before a determination is made regarding sanctions for Tier 3 countries, the Department will use the information gathered here to more effectively target assistance programs and to work with countries that need help in combating trafficking. The Department hopes the Report will be a catalyst for government and non-government efforts to combat trafficking in persons around the world.

NORTH KOREA/ CHINA

FORCED MARRIAGE Hanuel said: "I was sold to be the wife of a 47-year-old Chinese man who has no work skills and was very ill. My husband would hit me and say: 'You, do you have any idea how much I paid for you?' I am not the only North Korean woman in this area. As I was talking to some of the others, we came to realize that we have been sold into this kind of marriage."

TRAFFICKING OF EAST ASIAN WOMEN THROUGH BROKERED MARRIAGES



"Vietnamese—They Don't Run Away!—International Marriage Specialist" proclaims the billboard on a South Korean roadside (see photo), appealing to single South Korean men who cannot find a marriage partner easily in their own country. Advertisements which present girls and women from less developed East Asian countries as commodities, are also standard fare in Taiwan, Japan, and Malaysia. These often offer the option of an organized tour of the source country—such as Vietnam, Cambodia, or Mongolia—to select a bride for purchase, or the option of selecting one from the comfort of home through the use of the Internet-based marriage broker. Other marketing means, including displaying prospective brides at a trade show, have been used.

Governments and NGOs in the region have reported marked increases in the number of brokered international marriages, a significant percentage of which are used to traffic women into commercial sexual exploitation or forced labor. Large numbers of Vietnamese women—20,000 over the past three years—have married men in Taiwan. Most were introduced through Taiwan-based marriage brokers, assisted by agents or recruiters in southern Vietnam. The number of international marriages in South Korea has risen three-fold in the last 5 years to 43,121. Of these marriages, 72 percent are South Korean men marrying foreign women, most from Southeast Asia and Mongolia.

Meanwhile, NGOs are reporting cases of foreign women placed into conditions of commercial sexual exploitation or forced labor by fake "husbands" who work for trafficking rings or by exploitative husbands who feel they "own" the foreign woman and can use her as a farm hand or domestic worker. Taiwanese police in late March 2007 broke up a trafficking gang that had enslaved 35 Indonesian women in factory work. Many had been brought to Taiwan through legal but fraudulent marriages obtained through brokers.

The Taiwan Bureau of Consular Affairs has recognized that traffickers sometimes abuse the legal spouse visa program. Since 2004, enhanced interview requirements and other eligibility restrictions have resulted in a 55 percent drop in the total number of Taiwan visas issued to intending Vietnamese spouses. Taiwan in late 2006 also barred the registration of any new international marriage broker companies and pledged to monitor existing brokers more closely. While South Korea has set up a program of action to assist foreign brides, there have been fewer actions thus far to curtail or better regulate the activities of exploitative South Korean marriage brokers. Source country governments clearly need to do more in prevention and education in this area.

NIGERIA/ UNITED STATES

14-year-old Jenny left her native Nigeria for the United States to work in the home of a couple, also originally from an African country. She thought she would be paid to look after their children, but the reality was very different. For five years Jenny was repeatedly raped by her employer and his wife physically assaulted her, sometimes with a cane, and on one occasion with a high-heeled shoe. Tipped off by a local NGO, law enforcement officials rescued Jenny and prosecuted the perpetrators.

"TRAFFICKING IN PERSONS" DEFINED

The Trafficking Victims Protection Act defines "severe forms of trafficking in persons" as:

(a) sex trafficking in which a commercial sex act is induced by force, fraud, or coercion, or in which the person is induced to perform such an act has not attained 18 years of age; or

(b) the recruitment, harboring, transportation, provision, or obtaining of a person for labor or services, through the use of force, fraud, or coercion for the purpose of subjection to involuntary servitude, peonage, debt bondage or slavery.

Definition of Terms

Sex trafficking means the recruitment, harboring, transportation, provision, or obtaining of a person for the purpose of a commercial sex act.

Commercial sex act means any sex act on account of which anything of value is given to or received by any person.

Coercion means (a) threats of serious harm to or physical restraint against any person; (b) any scheme, plan or pattern intended to cause a person to believe that failure to perform an act would result in serious harm to or physical restraint against any person; or, (c) the abuse or threatened abuse of the legal process.

Involuntary servitude includes a condition of servitude induced by means of (a) any scheme, plan, or pattern intended to cause a person to believe that, if that person did not enter into or continue in such condition, that person or another person would suffer serious harm or physical restraint; or (b) the abuse or threatened abuse of the legal process.

LEARNING MORE: THE FORMS AND IMPACT OF HUMAN TRAFFICKING

Labor Trafficking

Most instances of forced labor occur as unscrupulous employers take advantage of gaps in law enforcement to exploit vulnerable workers. These workers are made more vulnerable to forced labor practices because of unemployment, poverty, crime, discrimination, corruption, political conflict, and cultural acceptance of the practice. Immigrants are particularly vulnerable, but individuals are also forced into labor in their own countries. Female victims of forced or bonded labor, especially women and girls in domestic servitude, are often sexually abused.

Forced labor is a form of human trafficking that can be harder to identify and estimate than sex trafficking. It may not involve the same criminal networks profiting from transnational trafficking for sexual exploitation. More often, individuals are guilty of subjecting one domestic servant or hundreds of unpaid workers at a factory to involuntary servitude.

Bonded Labor

One form of force or coercion is the use of a bond, or debt, to keep a person under subjugation. This is referred to in law and policy as "bonded labor" or "debt bondage." It is criminalized under U.S. law and included as a form of exploitation related to trafficking in the United Nations Protocol To Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children (UN TIP Protocol). Many workers around the world fall victim to debt bondage when traffickers or recruiters unlawfully exploit an initial debt the worker assumed as part of the terms of employment or when workers inherit debt in more traditional systems of bonded labor. Traditional bonded labor in South Asia enslaves huge numbers of people from generation to generation.



A 14-year-old Lahu girl is prostituted in a village controlled by a narco-insurgent group about 10 miles outside of the eastern Shan town of Kengtung in Burma. She was being offered for 8,000 kyat (about $5 USD) for sex.

Involuntary Servitude

People become trapped in involuntary servitude when they believe an attempted escape from their situation would result in serious physical harm to them or others, or when they are kept in a condition of servitude through the abuse or threatened abuse of the legal processses. Victims are often economic migrants and low-skilled laborers who are trafficked from less developed communities to more prosperous and developed places. Many victims are physically and verbally abused, experience breach of an employment contract, and/or are held captive (or perceive themselves as held captive).

Debt Bondage and Involuntary Servitude Among Guest Workers

The vulnerability of migrant laborers to trafficking schemes is especially disturbing because this population is so sizeable in some regions. Three potential contributors can be discerned: 1) Abuse of contracts; 2) Inadequate local laws governing the recruitment and employment of migrant laborers; and 3) The intentional imposition of exploitative and often illegal costs and debts on these laborers in the source country or state, often with the complicity and/or support of labor agencies and employers in the destination country or state.





KAZAKHSTAN/ RUSSIA

SEX TRAFFICKING At just 17-years-old, Maryam dreamed of a better future than her life in Kazakhstan. A man paid her parents $300 and forged a passport so that she could work in Russia as a shop assistant. When she arrived in Russia, the shop turned out to be a locked cell with barred windows and a metal door. After the armed guards told her she would be used as a prostitute, rather than a shop assistant, she said: "I refused by saying that they could do anything they want, but I wouldn't be a prostitute. I was punished for that. I was beaten up, raped, and starved. In five days I gave up."

CRIMINAL PUNISHMENTS FOR SEX TRAFFICKING AND FORCED LABOR: SEEKING PARITY

The 2000 Trafficking Victims Protection Act (TVPA) amended Federal law by specifically criminalizing trafficking for sexual exploitation and forced labor, assigning each of these trafficking crimes equal criminal penalties—up to 20 years imprisonment with possible additional penalties for aggravating circumstances. Both sex trafficking and forced labor crimes have been prosecuted under the TVPA in U.S. courts, with tough penalties applied to crimes in both categories, and equal protections for victims of sex trafficking and forced labor.

The message that the TVPA and the 2000 UN Trafficking in Persons Protocol send to the world is clear: Trafficking can take many forms, be it sexual servitude, or forced child or adult labor—and all cases should receive equal attention and equal punishment by governments.

Many governments have criminal anti-trafficking laws that cover only trafficking for sexual exploitation and do not punish trafficking for forced labor—including through the act of recruitment, transferring, and transporting victims, the use of fraudulent employment terms, and physical and psychological coercion—with equally tough criminal penalties. Some governments address labor trafficking through traditional labor compliance regimes, often enforced by Ministries of Labor, that enforce laws against forced labor or other forms of labor abuses through fines and administrative sanctions alone. These punishments, which may be appropriate for less serious wage and hour violations, are not sufficiently stringent to deter the serious crime of human trafficking for forced labor.

Governments should assign tough criminal penalties for the crimes of trafficking for labor exploitation, including through fraudulent recruitment, transportation, and the use of fraud and coercion to exploit victims.

CHILD SOLDIERING: THE CHALLENGE OF HOLDING PERPETRATORS ACCOUNTABLE

In many countries, national armies and rebel militias illegally recruit—sometimes through abduction or force—male and female children as combatants, porters, spies, domestics, and sex slaves. The majority of these crimes are perpetrated in environments of complete impunity, outside of governmental control. As armed conflicts expire, governments and the international community must grapple with the questions of whether and how to hold perpetrators accountable for illegally involving children in armed conflict. Justice for victimized children and traumatized local communities has rarely been provided by courts. What makes the prosecution and punishment of these traffickers so difficult and, at times, unlikely is that in many conflicts, all parties, including the government's forces, are guilty of exploiting child soldiers. Most negotiated peace agreements include the integration of rebel forces into the nation's army, with rebel leaders assuming leadership positions in transitional coalition governments or the army. Those already in power or assuming new positions of authority, as in Sudan and Burundi, are unlikely to prosecute themselves for the offense of child soldiering. Moreover, most peace agreements include general amnesty provisions for members of rebel groups that guarantee protection from prosecution for war crimes in exchange for renouncing rebellion and undergoing demobilization.

Even when governments desire to prosecute those who illegally use child soldiers, years of war, political disorganization, and the destruction of national infrastructure have severely weakened the judicial system, leaving it virtually incapable of responding to all types of crime. Consequently, the establishment of formal programs for child soldier demobilization has become a common response for addressing the needs of affected children.

Despite these obstacles, a small number of rebel leaders have been or will be held accountable for unlawfully conscripting and utilizing children. In early 2006, Kanyanga Biyoyo, commander of the rebel army *Mundundu-40*, was sentenced by a Congolese court to five years in prison for war crimes, including the illegal recruitment and use of child soldiers. In March 2006, the Congolese Government arrested Thomas Lubanga, leader of a rebel movement, and turned him over to the International Criminal Court (ICC) for recruiting and using children under the age of 15 in armed conflict. And in October 2005, at the request of the Ugandan Government, the ICC issued warrants for the arrest of the top five commanders of the Lord's Resistance Army for crimes against humanity, including the enslavement of child soldiers. Many lower profile perpetrators remain unpunished.



Child Soldiers in Sri Lanka

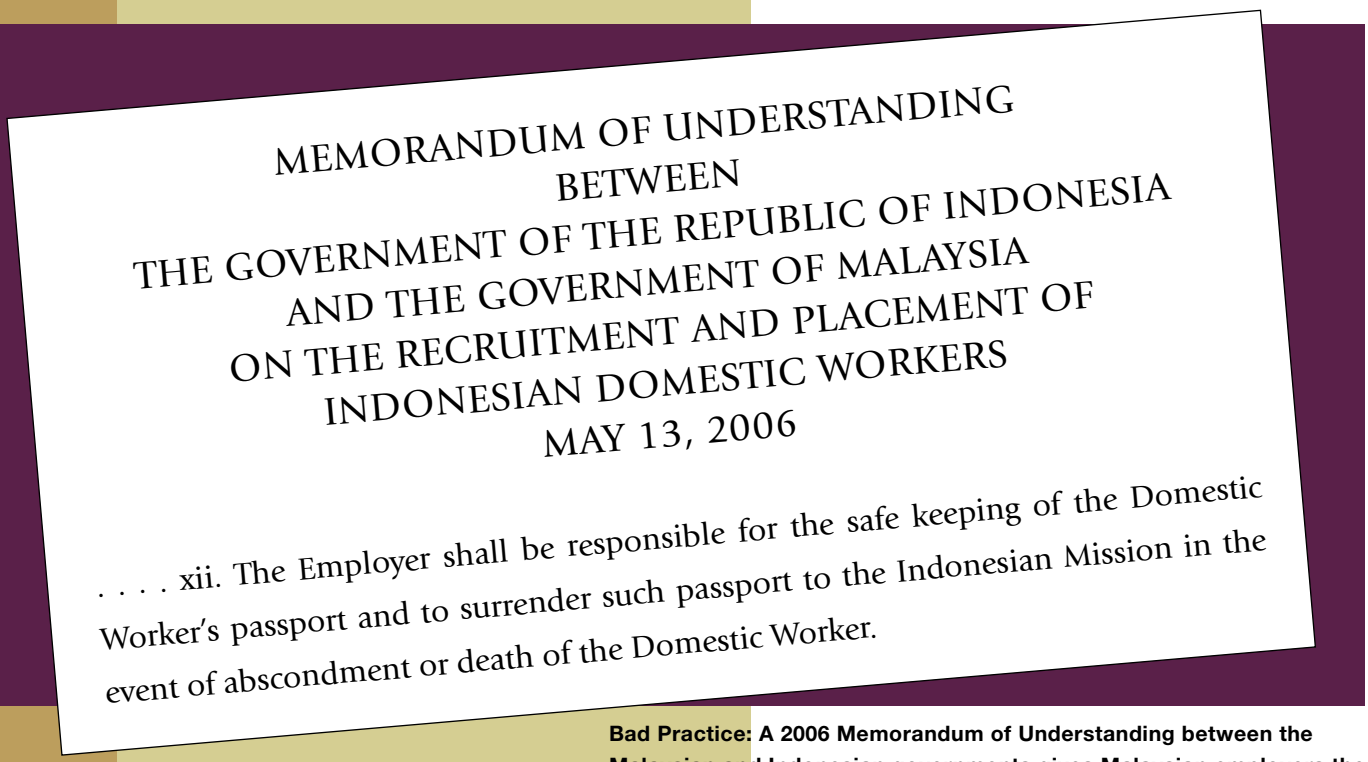
CONFISCATION OF TRAVEL AND IDENTITY DOCUMENTS: A TRAFFICKING TOOL

Trafficking crimes involve force, fraud, or coercion to exploit a person. Traffickers often rely on the confiscation of travel documents—passports, identity cards and airline tickets—as a means of gaining and exercising control over a victim. Without these vital documents, migrants are vulnerable to arrest, punishment, and/or deportation. The threat of these punishments is used by traffickers or exploitative employers as a form of legal coercion or abuse of the legal system. Recognizing this form of coercion, U.S. federal law makes it illegal to seize documents in order to force others to work. Foreign governments are encouraged to criminalize the confiscation or withholding of travel documents of migrants as a means to confine the migrant or keep him or her in a form of work or service.

Some abuses of contracts and difficult conditions of employment do not in themselves constitute involuntary servitude, though use or threat of physical force or restraint to compel a worker to enter into or continue labor or service may convert a situation into one of forced labor. Costs imposed on laborers for the "privilege" of working abroad can place laborers in a situation highly vulnerable to debt bondage. However, these costs alone do not constitute debt bondage or involuntary servitude. When combined with exploitation by unscrupulous labor agents or employers in the destination country, these costs or debts, when excessive, can become a form of debt bondage.

Involuntary Domestic Servitude

Domestic workers may be trapped in servitude through the use of force or coercion, such as physical (including sexual) or emotional abuse. Children are particularly vulnerable. Domestic servitude is particularly difficult to detect because it occurs in private homes, which are often unregulated by public authorities. For example, there is great demand in some wealthier countries



MEMORANDUM OF UNDERSTANDING
BETWEEN
THE GOVERNMENT OF THE REPUBLIC OF INDONESIA
AND THE GOVERNMENT OF MALAYSIA
ON THE RECRUITMENT AND PLACEMENT OF
INDONESIAN DOMESTIC WORKERS
MAY 13, 2006

. . . . xii. The Employer shall be responsible for the safe keeping of the Domestic Worker's passport and to surrender such passport to the Indonesian Mission in the event of abscondment or death of the Domestic Worker.

Bad Practice: A 2006 Memorandum of Understanding between the Malaysian and Indonesian governments gives Malaysian employers the right to withhold the passports of Indonesian domestic workers.

"I was sold several times," she said. "I was living in a basement. There was always a huge line of clients and I couldn't service them all."

—Nadia, a 14-year-old Moldovan girl

CHILD SEX TOURISM: TECHNOLOGY AND PORNOGRAPHY

Child sex tourism (CST) is a dark side of globalization, with some two million children exploited in the global commercial sex trade. CST involves people who travel from their own country to another to engage in commercial sex acts with children. Tourists typically travel to developing countries looking for anonymity and the availability of children in prostitution. The crime is typically fueled by weak law enforcement, corruption, and poverty in many tourist destinations and, increasingly, technology that facilitates this predatory behavior.



The explosion of the Internet and the growing use of digital cameras and cell phone cameras have given perpetrators additional tools to victimize children. Predators are going online to share stories, trade child pornography, and plan sex tours. Sex tourists use chat rooms, message boards, peer-to-peer file-sharing servers, news groups, and specialized Web sites to obtain information on potential destinations. One disturbing activity is the establishment of "cyber-sex" dens where some children may be sexually abused by a foreign pedophile and the images beamed via a webcam to the Internet. Payment to watch these live "shows" is often made by a credit card via an Internet connection.

The links between child sex tourism and child pornography are strong. Child pornography is not only used by predators to relive or share their experiences but also to "groom" and blackmail the child victims. *The Protection Project* determined that child pornography was connected to 42 percent of the child sex tourism cases that it documented during a 2006 project. The *International Center for Missing and Exploited Children* reports that the victims portrayed in pornographic images are getting younger and the images are becoming more graphic and violent.

While technology has been misused, governments, Internet Service Providers (ISPs), financial groups, non-governmental organizations, and Interpol are banding together to find technological solutions. ISPs are working with law enforcement to report and shut down CST chat rooms, eradicate the distribution of child pornography, and conduct specialized cyber-training for law enforcement personnel. Financial coalitions are forming to deny purveyors of child pornography the ability to use the banking and financial system. A Virtual Global Task Force of law enforcement agencies around the world has been formed to combat these cyber-crimes. The travel and tourism community also joined the cause by supporting a *Global Code of Conduct for the Protection of Children from Sexual Exploitation in Travel and Tourism* (see www.thecode.org). Technological answers, however, cannot replace the power of individual involvement. Individuals should report suspected cases of this criminal behavior to the local police and the embassy of the suspected perpetrator's nation. If believed to involve U.S. nationals, individuals should report this suspected child sex tourism to the U.S. embassy's regional security officer. ●

KYRGYZ REPUBLIC/ U.A.E.

SEX TRAFFICKING Alexia/23-years-old: "I answered a newspaper advertisement for a Russian-speaking waitress in the United Arab Emirates. When my plane landed, a man took me to an apartment where I met a dozen other women. I asked them if they all worked at the restaurant as waitresses. They laughed and one said: 'Restaurant? You're not going to work at a restaurant! You'll find out tonight where you are working! I was held in Dubai for six months and prostituted by the traffickers. I met a man from Moscow who helped me to escape to the Kyrgyz Embassy.'"



Ethnic Karen villagers stop while fleeing government soldiers in Burma. Karen women are subjected to rape, torture, murder, and forced labor for the army.

of Asia and the Middle East for domestic servants who sometimes fall victim to conditions of involuntary servitude.

Forced Child Labor

Most international organizations and national laws indicate that children may legally engage in light work. In contrast, the worst forms of child labor are being targeted for eradication by nations across the globe. The sale and trafficking of children and their entrapment in bonded and forced labor are clearly the worst forms of child labor. Any child who is subject to involuntary servitude, debt bondage, peonage or slavery through the use of force, fraud or coercion is a victim of trafficking in persons regardless of the location of that exploitation.

Child Soldiers

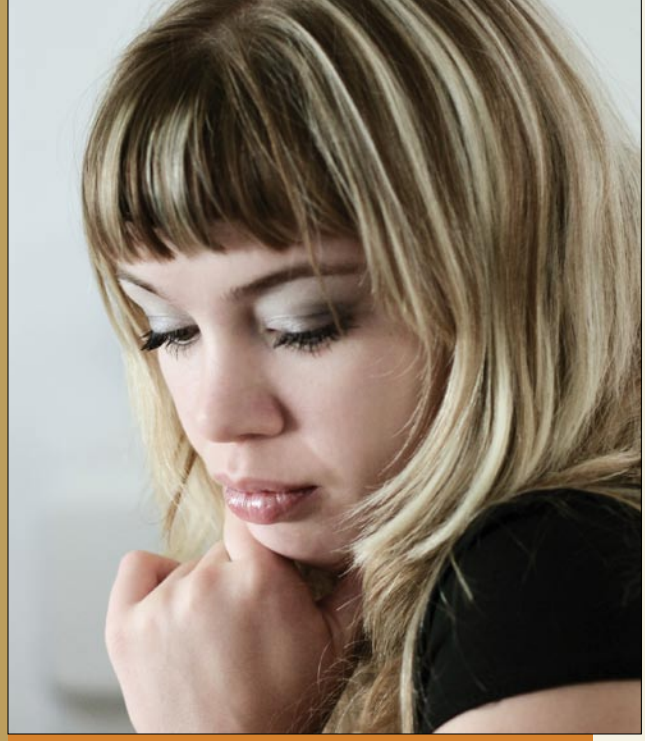
Child soldiering is a unique and severe manifestation of trafficking in persons that involves the unlawful recruitment of children through force, fraud, or coercion to be exploited for their labor or to be abused as sex slaves in conflict areas. Such unlawful practices may be perpetrated by government forces, paramilitary organizations, and rebel groups. UNICEF estimates that more than 300,000 children under 18 are currently being exploited in more than 30 armed conflicts worldwide. While the majority of child soldiers are between the ages of 15 and 18, some are as young as 7 or 8 years of age.

Many children are abducted to be used as combatants. Others are made unlawfully to serve as porters, cooks, guards, servants, messengers, or spies. Many young girls are forced to marry or have sex with male combatants and are at high risk of pregnancy. Male and female child soldiers are often sexually abused and are at high risk of contracting sexually transmitted diseases.

Some children have been forced to commit atrocities against their families and communities. Child soldiers are often killed or wounded, with survivors often suffering multiple traumas and psychological scarring. Their personal development is often irreparably damaged. Returning child soldiers are often rejected by their home communities.



Prostituted women and girls hide their faces when they are discovered in a brothel hiding under the guise of a karaoke bar in Xuchang, China's central Henan province.



UKRAINE/ ITALY

Thirty-year-old Mara left her husband and two children in Ukraine to take a housekeeping job in Italy. Recruiters from an employment agency promised her a high salary. But once there, she was taken to a brothel where the owner said he had purchased her for several hundred dollars. He said she owed him money for the plane ticket. For nine months, Mara was controlled by this trafficker, who beat her when she refused a client. If a man complained about her, the brothel owner increased her debt. Mara was freed only when the Italian police raided the brothel. Charged with prostitution, she was deported to Ukraine.

DEBT BONDAGE IN PROSTITUTION

A common scenario in labor trafficking cases is for traffickers to promise people a good job, even benefits, in order to lure them to a new workplace. Then, the traffickers add arbitrary debt as a tool of coercion. A similar debt scheme is increasingly used to enslave women and girls in prostitution throughout the world.

Many women trafficked into prostitution report a never-ending cycle of debt—first they are charged exorbitant fees for the cost of transportation, but daily expenses are frequently added and mount up exponentially. Many women trafficked into prostitution receive no money from pimps or brothel owners. This becomes a cycle of entrapment.

In the United Kingdom, according to a leading NGO, brothel keepers and traffickers force some victims to pay debts that could range as high as 20,000-40,000 pounds ($39,000-$78,000). Commenting on patterns of abuse in prostitution of East European women in London, Detective Inspector Dick Powell from Scotland Yard told the *Guardian*, "Some [women] have sex with as many as 40 men a day. It's very rare [for her] to get to keep any of the money she earns. We've seen places where 300 pounds ($580) a day goes to the brothel pimp or 'madam,' and that's even before the woman begins to try and pay off the 'debt bondage' of thousands of pounds charged to bring her here." Often, the debt can never be repaid because costs for food, rent, medicines, and condoms are added every day.

"The girl child is often forced to play multiple roles in the conflict: She is often sex slave, mother and combatant at the same time."

— Radhika Coomaraswamy, U.N. Special Representative for Children and Armed Conflicts.

THE TIERS

TIER 1

Countries whose governments fully comply with the Trafficking Victims Protection Act's (TVPA) minimum standards

TIER 2

Countries whose governments do not fully comply with the TVPA's minimum standards but are making significant efforts to bring themselves into compliance with those standards

TIER 2 WATCH LIST

Countries whose governments do not fully comply with the TVPA's minimum standards but are making significant efforts to bring themselves into compliance with those standards AND:

a) The absolute number of victims of severe forms of trafficking is very significant or is significantly increasing; or

b) There is a failure to provide evidence of increasing efforts to combat severe forms of trafficking in persons from the previous year; or

c) The determination that a country is making significant efforts to bring themselves into compliance with minimum standards was based on commitments by the country to take additional future steps over the next year.

TIER 3

Countries whose governments do not fully comply with the minimum standards and are not making significant efforts to do so

Child soldiers are a global phenomenon. The problem is most critical in Africa and Asia, but armed groups in the Americas and the Middle East also unlawfully use children in conflict areas. All nations must work together with international organizations and NGOs to take urgent action to disarm, demobilize, and reintegrate child soldiers.

Sex Trafficking and Prostitution

Sex trafficking is considered the largest specific subcategory of transnational modern-day slavery. Sex trafficking would not exist without the demand for commercial sex flourishing around the world. The U.S. Government adopted a strong position against prostitution in a December 2002 policy decision, which states that prostitution is inherently harmful and dehumanizing and fuels trafficking in persons.

Prostitution and related activities—including pimping and patronizing or maintaining brothels—encourage the growth of modern-day slavery by providing a façade behind which traffickers for sexual exploitation operate. Where prostitution is tolerated, there is a greater demand for human trafficking victims and nearly always an increase in the number of women and children trafficked into commercial sex slavery. Few women seek out or choose to be in prostitution, and most are desperate to leave it. A 2003 scientific study in the *Journal of Trauma Practice* found that 89 percent of women in prostitution want to escape prostitution but had no other options for survival.



BRAZIL

SLAVE LABOR Trying to support a nine-year-old daughter back home, Benito followed a brother who had found work at the brick kilns at Transcameta in the Brazilian Amazon. Promised adequate pay, he was deceived into working for an employer who did not pay him, but rather assigned him an ever growing debt for food and lodging costs not previously disclosed. He toiled six days a week and couldn't afford to leave, since he didn't have enough money to get back to his home 500 miles away. Benito and the other slave laborers were not paid anything for months. He was afraid he wouldn't see any wages at all if he left. Benito lived next to the brick kilns in a shack with no ventilation, running water, or electricity. He contracted malaria from the mosquitoes that swarmed the camp.

Children Exploited for Commercial Sex

Each year, more than two million children are exploited in the global commercial sex trade. Children are also trapped in prostitution despite the fact that a number of international covenants and protocols impose upon parties an obligation to criminalize the commercial sexual exploitation of children. The use of children in the commercial sex trade is prohibited under both U.S. law and the UN TIP Protocol. There can be no exceptions, no cultural or socio-economic rationalizations that prevent the rescue of children from sexual servitude. Terms such as "child sex worker" are unacceptable because they sanitize the brutality of this exploitation.

Child Sex Tourism

Child sex tourism (CST) involves people who travel from their own country to another and engage in commercial sex acts with children. CST is a shameful assault on the dignity of children and a form of violent child abuse. The commercial sexual exploitation of children has devastating consequences for minors, which may include long-lasting physical and psychological trauma, disease (including HIV/AIDS), drug addiction, unwanted pregnancy, malnutrition, social ostracism, and possibly death.

Tourists engaging in CST often travel to developing countries looking for anonymity and the availability of children in prostitution. The crime is typically fueled by weak law enforcement, corruption, the Internet, ease of travel, and poverty. Sexual offenders come from all socio-economic backgrounds and may hold positions of trust. Cases of child sex tourism involving U.S. citizens have included a pediatrician, a retired Army sergeant, a dentist, and a university professor. Child pornography is frequently involved in these cases, and drugs may also be used to solicit or control the minors.

SPONSORSHIP LAWS AND FORCED LABOR

For many countries in the Middle East, local economies and households thrive on the immigration of foreign laborers. Men and women from South Asia, sub-Saharan Africa, and East Asia come to this region for work as domestic servants, construction workers, and laborers in other low-skilled professions.

Despite these countries' reliance on foreign labor, stringent immigration provisions combined with a bias against foreign workers often create a structure conducive to trafficking in persons. "Sponsorship laws" tie foreign workers to the sponsors who employ them in the destination country, giving employers the authority to provide legal identity cards for foreign workers and allowing them to control whether workers can leave their work sites, or jobs, or even exit the country. Though this is often construed as a protection for the foreign worker, many sponsors abuse this power. For instance, employers commonly do not provide workers with documents legitimizing their employment in the country, thereby restricting their ability to leave the home or work site for fear of arrest and deportation. Similarly, sponsors often threaten workers with arrest if they try to complain about abusive conditions such as physical and sexual abuse or long hours and prolonged non-payment of wages.



Afghan children tilt bricks up on their side after two days of drying in Pakistan. The children, aged 4-6, are forced to labor in the brick factories because they are lightweight and do not deform the bricks which are still somewhat soft.

In many instances, abused workers are able to escape conditions of involuntary servitude but face retribution from their exploitative sponsors who abuse the legal system to punish the escaped workers. Often, escaped victims who attempt to file police complaints against their sponsors are instead arrested for running away from their employers without permission. Even if they show obvious signs of distress, they are treated as criminals, detained in jails and, more often than not, deported—a bitter consequence given the exploitation they suffered and the debt most have incurred to migrate to the destination country. In some cases, sponsors refuse to sign exit permits allowing victims to leave the country, effectively holding the worker hostage in a shelter or detention center—sometimes for years—until he or she drops criminal or civil complaints against the sponsor. Crimes committed by the sponsors, meanwhile, go unpunished as victims are often not even given the opportunity to file a criminal complaint before being deported.

Though the right to control the flow of workers into a country remains the sovereign prerogative of states, the power given to sponsors over foreign workers should be more circumscribed and counter-balanced with powers and rights given to workers to seek legal redress—whether civil or criminal. Moreover, governments in the destination or labor-demand countries should be active in making migrant workers aware of these rights and in assisting workers to exercise those rights in seeking legal redress against exploitative sponsors.

POLICY APPROACHES TO TRAFFICKING IN PERSONS

Focusing on Forced Labor and Sex Trafficking

Every year we add to our knowledge of the trafficking phenomenon. The 2007 Report sheds new light on the alarming trafficking of people for purposes of forced labor, often in their own countries. Conventional approaches to dealing with forced or bonded labor usually focus on compliance, in line with international conventions (i.e., ILO Conventions 29, 39, 105 and 182). These approaches seek to have exploitative industries comply with the law simply by releasing victims or offering financial compensation.



Children in India cheaper than buffaloes: report

April 3, 2007

NEW DELHI (Reuters) — Traffickers are selling children in India for amounts that are often lower than the cost of animals...

Approaches to combating forced labor that rely solely on compliance with labor standards can be weak because these approaches fail to punish those responsible for trafficking. While administrative sanctions are effective for deterring some labor violations, forced labor must be punished as a crime, through vigorous prosecutions. While most countries in the world have criminalized forced labor, they do little to prosecute offenders, in part due to the lack of awareness of forced labor issues among law enforcement officials.

The Department of State, as directed by Congress through the TVPA, continues to increase its attention on forced labor and bonded labor, while maintaining its campaign against sex trafficking. As with the last two Reports, this Report places several countries on Tier 3 primarily as a result of their failure to address trafficking for forced labor among foreign migrant workers.

The Policy of Victim Rescue

While some victims of human trafficking are able to escape from involuntary servitude, many more are not able to break free on their own. They need help.

Help often comes in the form of a raid by law enforcement on the place where victims are held against their will. Victims of involuntary servitude in a labor situation are rescued, for example, through raids on sweatshops or searches of homes exploiting domestic servants. Victims of sex trafficking are rescued through raids on brothels and other places where commercial sexual exploitation occurs, such as massage parlors, Karaoke bars, and strip clubs.

The U.S. Government views rescues as an integral part of the law enforcement response to trafficking in persons. Rescues identify, gain access to, and protect victims while uncovering evidence for the prosecution of traffickers and their accomplices.

The Myth of Movement

A person may decide to travel on his or her own accord to another location for a job, within his or her own country or abroad, and still subsequently fall victim to trafficking. Some governments and law enforcement agencies mistakenly focus on

WEST AFRICAN CHILD TRAFFICKING VICTIMS AND THE COCOA INDUSTRY

Following international media reports in 2000 and 2001 of widespread child labor abuses in West African cocoa farms, which produce 70 percent of the world's cocoa, the international human rights community investigated the problem. A 2002 joint study published by the ILO and the *International Institute of Tropical Agriculture* found that an estimated 284,000 children on cocoa farms in West Africa were "either involved in hazardous work, unprotected or unfree, or have been trafficked." Most of the children were on cocoa farms in Cote d'Ivoire, the world's largest cocoa producer. The remaining children labored on farms in Ghana, the world's second-largest producer, and in Cameroon and Nigeria.



In response to consumer pressure and calls by members of the U.S. Congress for a ban on chocolate imports linked to forced child labor, two of the cocoa industry's largest groups—the *World Cocoa Foundation* and the *Chocolate Manufacturers Association*—forged a voluntary plan of action, the Harkin-Engel Protocol. The Protocol obliged the industry to undertake specific activities to combat labor exploitation in West Africa. The centerpiece of the agreement was the industry's pledge to develop a system for certifying cocoa products as child-and forced-labor free by July 2005. The ILO and NGOs, such as *Free the Slaves* and the *Child Labor Coalition*, supported the Protocol and signed it as witnesses.

To develop the certification system, the cocoa industry attempted to identify specific farms using child and forced labor. With an estimated two million cocoa farms in West Africa, most of them family-owned and averaging less than five acres, this task proved daunting and time intensive. In addition, a rebel uprising in 2002 in Cote d'Ivoire divided the country into a rebel-controlled North and government-led South and unleashed widespread violence, hindering access by outside researchers. In July 2005, the industry had not successfully met its obligation to develop a certification system. Industry leaders met again with Senator Harkin and Congressman Engel to set a new deadline—July 2008—for a certification system that would cover 50 percent of all cocoa farms in Cote d'Ivoire and Ghana. In 2008, the world's attention will be on the cocoa industry, with expectations of progress. ●

the voluntary nature of a person's transnational movement and fail to identify the more important element of compulsion or forced labor that can occur after someone moves for employment. Movement to the new location is incidental. The force, fraud, or coercion exercised on that person to perform or remain in service to another is the defining element of human trafficking in the modern usage. The person who is trapped in compelled service after initially migrating voluntarily or taking a job willingly is considered a trafficking victim.

Neither the international definition of trafficking in persons, as defined in the *UN Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially Women and Children*, nor the U.S. definition of severe forms of trafficking in persons, as defined in federal law, requires the movement of a victim. Movement is not necessary, as any person who is recruited, harbored, provided, or obtained through force, fraud, or coercion for the purpose of subjecting that person to involuntary servitude, forced labor, or commercial sex qualifies as a trafficking victim. To define trafficking in persons on the basis of movement is to create an artificial and unfounded distinction between victims who are exploited without being moved and those who are moved prior to and during their exploitation.

PRODUCTS MADE WITH SLAVE LABOR

A significant share of the exploitation in modern-day slavery is linked to the production of products for export. Increased attention has been paid over the last year to some of these, including "blood diamonds" mined by child soldiers in West Africa and sugar cane harvested by forced child laborers in the Caribbean. Of particular concern for the U.S. Government are products allegedly made by forced labor and exported to the United States.

Profits from using forced labor can be very lucrative for labor-intensive businesses. These exploitative commercial entities are as guilty of trafficking in persons as the organized crime boss who sells women into the commercial sex trade. Hiding behind legal and legitimate facades of business and trade, they often succeed in profiting from the exploitation of people desperate for work. Only through greater research, consumer and stakeholder activism, and aggressive enforcement of legislation such as the Tariff Act can a deterrent effect be realized.

The Smoot-Hawley Tariff Act of 1930 prohibits the entry into the United States of any product made in whole or in part by slave or forced labor. The following are two such examples of suspected U.S. imports that came to light this past year.



A shrimp-processing factory in Thailand was raided. It had a prison-like security system and weapons to keep Burmese workers in forced labor.

Thai Shrimp

In Thailand, information surfaced over the past year that forced labor is a significant factor in the processing and packaging of seafood by some Thai exporters. A September 2006 raid on a shrimp-processing factory south of Bangkok found 800 Burmese men, women and children in slave-like conditions; the factory had exported a shipment of shrimp to the United States several years ago. Related investigative media and NGO reports revealed that many other factories processing Thai seafood for export, including to the United States, rely on forced adult and child labor.

Brazilian Pig Iron

Despite the Brazilian government's vigorous and increased efforts to tackle slave labor, including its public release of a "dirty list" every two years exposing companies that use slave labor, thousands of forced laborers continue to toil for little or no pay in remote areas of Amazonian Brazil to produce charcoal for the smelting of pig iron that may be exported to the United States. Although most of the 14 major pig iron producers in Brazil have taken the admirable step of forging a voluntary, self-policing mechanism to bar slave-produced charcoal from entering their production chain, many independent charcoal producers continue to rely on slave labor. Brazilian pig iron, some of which reportedly has been smelted using charcoal produced by slave labor, enters the U.S. steel production chain and emerges as a multitude of finished commodities, including cars, tractors, sinks and refrigerators. Some of the same companies publicly identified as exporting pig iron to the United States are also publicly cited on the Government of Brazil's "dirty list" Web site as using charcoal produced with slave labor.



The same slave camp forced hundreds, including these underage Burmese girls, to work 20 hours a day with no money and little food, and threats of severe violence if they tried to escape.



Nigerian authorities raided vodoo magician Gooday Akhimiona's shrine and found a register containing the names of young girls sold into prostitution using juju/black magic.

The Egyptian boy forced to beg on the streets of Cairo or New York is as much a victim of trafficking in persons as the Central American worker brought to the United States on a legal seasonal farm work visa and then forced to work in conditions not described in the original contract, with the threat of being deported without pay if he fails to comply with the "new rules." The Estonian woman who is lured to London through the fraudulent offer of a modeling job and then prostituted is as much a victim of trafficking in persons as the teenage Kenyan girl who is pushed into prostitution in a seaside resort town by her family. The forms of involutary servitude and faces of those victimized are myriad.

Health Impacts of Trafficking in Persons

Trafficking in persons has serious public health implications in addition to being a human rights and national security issue. By definition, human trafficking entails "force, fraud, or coercion" which typically includes confinement and, often, physical and psychological abuse.

Research demonstrates that violence and abuse are at the core of trafficking for prostitution. A 2006 study of women trafficked for prostitution into the European Union found that 95 percent of victims had been violently assaulted or coerced into a sexual act, and over 60 percent of victims reported fatigue, neurological symptoms, gastrointestinal problems, back pain, and/or gynecological infections. Additional psychological consequences common among prostituted women include dissociative and personality disorders, anxiety, and depression. A 2001 study revealed that 86 percent of women trafficked within their countries and 85 percent of women trafficked across international borders suffer from depression.

As with sex trafficking, those who are trafficked for labor suffer physical and mental health problems, such as post-traumatic stress disorder due to physical assaults and beatings, and depression that elevates the risk of suicide. Victims of forced labor have limited ability to determine the conditions in which they work or to leave the workplace, which may increase their risk of physical and mental health damage.

THE PLIGHT OF THE BURMESE

Trafficking research around the world has identified populations that are vulnerable to trafficking based on gender, age, and economic conditions. Research has also identified particular ethnic groups or sub-populations within a country that are prone to being trafficked. One that stands out in terms of magnitude and severity is the plight of the Burmese.

Burmese girls and women, particularly those from ethnic minorities in the border regions of the country, have been leaving Burma in the hopes of economic opportunities in neighboring countries since the early 1990s. With economic conditions in Burma worsening, this trend has continued and now ethnic Burman females appear to be trafficked in significant numbers both within the country and to neighboring countries.



Within Burma, men and women of ethnic groups face forced labor at the hands of the ruling military regime, which is responsible for a significant share of the 2,186,000 victims of state-imposed forced labor in the Asia-Pacific region, as estimated by the ILO in 2005. Pushed by this reality and sustained poor economic conditions in Burma, over a million Burmese have fled in search of better lives. 400,000 Burmese men and women sought low-skilled work in neighboring Thailand; NGOs believe up to 100,000 undocumented Burmese adults work in the Thai seafood and fishing industry alone. From research done in 2006 by the ILO, a significant share of these Burmese migrant workers are exploited in conditions of servitude. Similarly, reports have surfaced of Burmese subjected to conditions of involuntary servitude in construction, agriculture, fishing, and domestic work sectors in countries throughout the region.

To date, government policies on refugees and migrant workers have failed to address the needs of Burmese trafficking victims. The UN Protocol on TIP calls on governments to protect foreign victims of trafficking, including legal alternatives to the removal of these victims to countries where they face hardship or retribution. While the hardship and retribution Burmese victims face if they were returned to Burma is readily apparent, no government has granted Burmese trafficking victims long-term residency. Greater government efforts need to be made to protect this highly vulnerable group of victims.

HIV/AIDS and Trafficking in Persons

Approximately 42 million people worldwide are living with HIV/AIDS and sex trafficking plays a major role in spreading the epidemic. The 2005 UNAIDS report states that "across Asia, the [HIV] epidemics are propelled by combinations of injecting drug use and commercial sex." Thus, both prostitution and sex trafficking contribute to the spread of HIV/AIDS.

Globally, women in prostitution and those who have been trafficked for prostitution have a high incidence of HIV. For example, HIV prevalence among women prostituted in Nepal is 20 percent. In South Africa, the number reaches 70.4 percent. Furthermore, according to the World Congress Against Commercial Sexual Exploitation of Children, between "50 and 90 percent of children rescued from brothels in Southeast Asia are infected with HIV."

The U.S. Government has strong policies to combat HIV/AIDS ***and*** human trafficking. In 2006, the President's Interagency Task Force To Monitor and Combat Trafficking in Persons reaffirmed the Administration's commitment to fighting both. The U.S. Government promotes the rescue and care of victims and seeks to ameliorate the harm suffered by men, women, and children used in prostitution. U.S. law encourages appropriate treatment and care for those trafficked into prostitution as well as those who escape servitude. The U.S. Government is the largest funder in the world of vital HIV/AIDS prevention and treatment.

The Many Causes of Trafficking: Supply and Demand

The causes of human trafficking are complex and often reinforce each other.

The supply of victims is encouraged by many factors, including poverty, the attraction of perceived higher standards of living elsewhere, lack of employment opportunities, public and private corruption, organized crime, violence against women and children, discrimination against women, political instability, and armed conflict. In some societies a tradition of fostering allows a younger child to be sent to live and work in an urban center with a member of the extended family, in exchange for a promise of education and instruction in a trade. Taking advantage of this tradition, traffickers often position themselves as employment agents, inducing parents to part with a child, but then traffic the child into prostitution, domestic servitude, or a commercial enterprise. In the end, the family receives few if any wage remittances, the child remains unschooled and untrained and separated from his or her family, and the hoped-for educational and economic opportunities never materialize.

> *"I did not even ask where I was going. I was promised a job and money for food. I was sure I was getting away from trouble. I even thought that I'd make some money, return home and help everyone, including my father."*
>
> **— Ana, a victim of trafficking, who after running away from home to escape her father's beatings, was trafficked into Poland and forced to beg on the streets.**

Demand for cheap labor and for prostituted women, girls, and boys is the primary "pull" factor. Customers for the products of forced labor are often completely ignorant of their involvement with slavery. Sex buyers are far more complicit in the victimization of sex trafficking victims, and thus are logical targets for education on the link between prostitution and human trafficking. Sex tourism and child pornography have become worldwide industries, facilitated by technologies such as the Internet, which vastly expand the choices available to pedophiles and permit instant and nearly undetectable transactions. [See Box on p. 23] Trafficking is also driven by the global demand for cheap, vulnerable, and illegal labor. For example, there is great demand in some prosperous countries of Asia and the Middle East for domestic servants who sometimes fall victim to exploitation or involuntary servitude.

GLOBAL LAW ENFORCEMENT DATA

The Trafficking Victims Protection Reauthorization Act (TVPRA) of 2003 added to the original law a new requirement that foreign governments provide the Department of State with data on trafficking investigations, prosecutions, convictions and sentences in order to be considered in full compliance with the TVPA's minimum standards for the elimination of trafficking (Tier 1). The 2004 TIP Report collected this data for the first time. The requirement became fully effective starting with the 2006 Report. The chart below compares data collected for this and the three preceding Reports:

YEAR	Prosecutions	Convictions	New or Amended Legislation
2003	7,992	2,815	24
2004	6,885	3,025	39
2005	6,618	4,766	41
2006	5,808	3,160	21

The Greatest Challenge: Victim Protection

The TVPA gives us a victim-centered approach to address trafficking, combining anti-crime and human rights objectives. Without adequate protection for victims, efforts to address trafficking crimes are unlikely to be effective. The TVPA's criteria for evaluating a government's efforts to combat trafficking in persons include an explicit criterion on victim protection:

> "Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked."

Best practices in implementing this TVPA criterion include:

- Governments should proactively identify victims of trafficking. Without victim identification, adequate protection is impossible. Government agencies should establish formal victim identification procedures to screen at-risk populations such as persons apprehended for violations of immigration laws, prostitution laws, and begging or labor laws. Victims of trafficking should not be expected to identify themselves; proactive investigative techniques—such as interviews in safe and non-threatening environments with trained counselors and appropriate language services—should be used to identify possible trafficking victims.

- Once identified, a suspected victim of trafficking should be afforded temporary care as a victim of a serious crime. This could include shelter and counseling that allows a potential victim to recount his or her experience to trained social counselors and law enforcement personnel at a pace with minimal pressure.

- Confirmed trafficking victims should not be punished for crimes that are a direct result of being trafficked—such as not holding proper immigration documents or violation of prostitution, labor, or begging statutes. Trafficking victims should not be detained in criminal detention facilities, except in extreme circumstances. They should be treated as victims.

- Confirmed trafficking victims should be encouraged to cooperate with law enforcement authorities in the investigation of the crime committed against them. Furthermore, they should be encouraged to assist in the prosecution, if possible, of the persons that trafficked or exploited them.

- Trafficking victims who are unwilling or unable to cooperate in a trafficking prosecution can be returned to their community of origin provided that this return is accomplished in a responsible



Police parade 100 prostituted women in the streets of Beijing, further re-victimizing exploited women.

manner, with preparations made in advance for the victim's safe return and reintegration. However, a victim should be offered legal alternatives if going home would entail hardship or retribution.

The Victim-Centered Approach

Two main objectives govern the approach the international community takes toward trafficking in persons: the need for the state to punish this serious crime and the need for society to care for the victims of a serious human rights abuse that strikes at their most basic freedoms. The UN TIP Protocol, which supplements the UN Convention Against Transnational Organized Crime, clearly supports both.

At the core of the U.S. Government's anti-trafficking efforts is the human rights principle that victims of trafficking and slave-like practices must be protected from further trauma. A government should provide efficient access to justice for these victims, if they so chose, and access to shelter, medical care, legal aid, psycho-social counseling, and assistance in integrating back into their original community or into a new community so that they can rebuild their lives. Such an approach strikes a careful balance between the security needs of the state and society's need for the restoration of human rights to the victim.

By placing the needs of victims front and center, victims of this heinous crime are assured of the protection they so desperately need. Once given those assurances, many victims step forward voluntarily and without pressure to become powerful and confident witnesses, telling their stories in court and achieving justice not only for the state that wants to eradicate these slave-like practices, but on a personal level as well. Cooperation of victims cannot be bought or forced, but through the consistent provision of assistance that is not tied to performance in court, victims assured of their rights regain the confidence to speak out for themselves. When this balance is struck effectively, everyone wins—the state, the victim, and society—as a victim finds his or her voice and an exploiter is rendered speechless as justice is handed down.

COMMENDABLE INITIATIVES AROUND THE WORLD

Malawi: Child Protection Officers Enhance Nation's Ability To Combat Child Trafficking

The Government of Malawi has recruited 400 child protection officers to serve in the country's 27 local government districts. These officers are specially trained to recognize children who are victims of exploitation, including trafficking, to raise awareness at the grassroots level, and to provide reintegration assistance for trafficking victims. Serving a critical role, they monitor communities for signs of trafficking. Approximately half of the reported trafficking cases in Malawi are identified by these officers.

South Africa: Soccer Stars Raise Public Awareness

South Africa's beloved and foremost soccer team, the Kaizer Chiefs, started "Human Trafficking Awareness Week" wearing T-shirts with a counter-trafficking message and International Organization for Migration's (IOM) national toll-free number during the warm-up before their Premier Soccer League match. The game was nationally televised and officially inaugurated Awareness Week for soccer fans.



Bosnia and Herzegovina: NGO Provides Free Legal Aid for Trafficking Victims

Vasa Prava is the only NGO providing *pro bono* legal assistance to victims of human trafficking in Bosnia and Herzegovina. Founded in 1996, the organization runs 16 permanent offices and 50 mobile units staffed by 80 employees, and it has assisted more than 400,000 Bosnians. Attorneys from *Vasa Prava* are available to domestic victims from the time they arrive at a shelter, even if they are not formally registered by the state, and arrange all residency permits and asylum applications for foreign victims. If a victim chooses to testify, *Vasa Prava* represents the individual from the first statement until trial completion.

Through its uniform approach and intermediary work between victims and government, *Vasa Prava* has also helped to strengthen the rule of law in Bosnia and Herzegovina. Victims assisted by *Vasa Prava* are more likely to testify against their traffickers in criminal proceedings and have provided critical testimony leading to the conviction of several notorious traffickers and organized crime rings. *Vasa Prava* performs an integral civil role that the Bosnian Government, due to funding and logistical restraints, cannot fulfill, and has given a voice to those previously silenced.

Czech Republic: Elite Police Unit Combats Labor Trafficking

The national police organized crime unit created a specialized police investigative department to investigate and combat labor trafficking. This has allowed police to focus resources and manpower to investigate sophisticated criminal networks involved in forced labor. To strengthen intragovernmental cooperation in forced labor investigations, the unit coordinates with labor inspectors who enforce labor laws pertaining to working conditions.

Germany: Comprehensive World Cup Response Model

The Government of Germany, international organizations, and NGOs initiated prevention and protection measures for the 2006 World Cup in mid-2005 that serve as an effective model for future, large-scale international sporting events. Over a year before the World Cup began, German law enforcement authorities developed specialized strategies and concepts to prevent and investigate sex trafficking during the games, including an overall World Cup National Security concept, a state-federal law enforcement information-sharing network, and greater police presence in red-light districts. Politicians and public figures at all levels actively promoted anti-trafficking efforts during

the World Cup. The government funded a number of major public campaigns conducted by NGOs, and supported 24-hour hotline for trafficking victims and World Cup attendees. Posters and flyers were displayed in key areas where fans gathered to watch games on large outdoor screens, reaching a much larger audience than previous anti-trafficking campaigns.

Cambodia: Moto-Taxis Help Crackdown on Child Sex Tourism

The NGO *Childsafe Program* has trained 36 moto-taxi drivers and employees of 25 guesthouses to protect and identify children who are at risk of commercial sexual exploitation in Sihanoukville, a beach resort town. The program trains drivers of *moto-dups* (two-wheeled taxis) and *tuk-tuks* (three-wheeled taxis) to identify and report any suspicious behavior by tourists who may have the intention of exploiting children.

Cambodia: NGO Helps Arrest Child Sex Tourists

Action Pour Les Enfants (APLE) focuses on eradicating street-based sexual exploitation and arresting traveling child-sex offenders in Cambodia. As a result of APLE's work in 2006, Cambodian authorities arrested 21 child-sex offenders and pedophiles. APLE has worked with local police and judicial officials, monitored these same officials, facilitated greater involvement of foreign police officials, and provided legal representation to victims who would otherwise not be able to afford a lawyer.

Nepal: Trafficking Survivors Work To Prevent Trafficking

Shakti Samuaha, the first NGO in the world formed by trafficking survivors, organized a conference attended by more than 120 survivors to mark the 97th International Women's Day. Many of the women traveled for two or three days on foot due to transportation strikes. The survivors assembled to focus on preventing human trafficking of vulnerable populations, particularly adolescent girls, and providing rehabilitative services for trafficking survivors. The organization upholds human rights at the core of its human trafficking strategy and compels policy makers to work from the perspective of victims of trafficking and those who are the most vulnerable.

Burkina Faso: National Truckers Union Intercepts Human Trafficking Victims

The local NGO, *Lutrena Project for the Mobilization and Building Capacity of Road Haulers*, formed an alliance with the Truckers Union to intercept and repatriate human trafficking victims. The project established an anti-trafficking alert system at bus stations in seven of the 13 regions where child trafficking is prevalent. The anti-trafficking network includes representatives of truckers unions, security forces, social action groups, and both religious and traditional groups to identify and report suspected trafficking situations. The anti-trafficking network has successfully intercepted 549 children, including four girls, in the past year and enabled the prosecution of 29 traffickers.

> *"The fact that there are forms of slavery in our world today should fill us all with shame. As an African woman, I would add that it also fills me with rage."*
>
> **— United Nations Deputy Secretary General Asha-Rose Migiro, 2007**

Bangladesh: Confronting Prostitution of Boys

The NGO *INDICIN* is one of the most prominent advocates of children's rights in the country. It is also the first NGO in the country to tackle such sensitive issues as underage male prostitution, a little-discussed problem in the country. *INCIDIN* has worked to remove the stigma of discussing this subject and to shed light on this phenomenon. *INCIDIN* opened a safe-night shelter for street children in Dhaka and worked with the Government of Bangladesh to expand the program to other parts of the country.

HEROES ACTING TO END MODERN-DAY SLAVERY



Argentina

Sara Susana del Valle Trimarco de Veron
Mother and Anti-Trafficking Activist

To find her daughter, Marita, who was kidnapped five years ago by traffickers, Susana Trimarco de Veron has become an indomitable crusader against human trafficking. She has plunged into dangerous situations, disguising herself as a prostituted person in order to troll bars and alleys in search of anyone who might know where her daughter is. Despite false leads and death threats, she has uncovered evidence of trafficking networks operating in the Argentine provinces of La Rioja, Tucuman, Buenos Aires, Cordoba, and Santa Cruz. As a result of Susana's courageous work, 100 young women have been rescued from slavery. She has accompanied police on raids to arrest 24 suspected traffickers, 13 of whom have been formally charged. Susana was one of 10 "Women of Courage" from around the world honored by the U.S. Department of State in March 2007.



Ecuador

Lucy Blacio
Machala TIP Prosecutor, Victim and Witness Protection Coordinator

Lucy Blacio courageously enforces Ecuador's new anti-human trafficking legislation and has initiated investigations or prosecutions of more than 30 trafficking cases. She won the first conviction in Ecuador for the commercial sexual exploitation of minors in September 2006, and the first child pornography conviction in December 2006. Due to her rigorous efforts, both criminals received 12 years in prison. In April 2007, she won yet another conviction and prison sentence of four years for commercial sexual exploitation of minors. Lucy is under 24-hour police protection due to threats from defendants and defense attorneys disturbed by her prosecutorial efforts.



Ghana

Patience Quaye
Deputy Superintendent of Police

Patience Quaye's work was integral to the first-ever prosecution and conviction of a human trafficker in Ghana. Ms. Qauye negotiated with Nigerian authorities to gain extradition of the trafficker. She personally handled the case until a prosecution was secured. Even as the judge was announcing a 6-year jail term for the trafficker, Ms. Quaye was on the phone negotiating with Nigerian authorities to release two trafficking victims who were arrested and held in Nigeria.



India

Kailash Satyarthi, Activist
Global March Against Child Labor, Bachpan Bachao Andolan (BBA), South Asian Coalition on Child Servitude (SACCS), Rugmark

A global leader in the fight against child labor, trafficking and forced labor, Kailash Satyarthi has liberated more than 75,000 bonded and child laborers since 1980.

Mr. Satyarthi has worked relentlessly to free bonded children, to rehabilitate them with vocational training and education and tilted the force of public opinion against child labor. His organizations provide direct legal assistance and advocacy for victims. His efforts have taken many different forms, some of them on massive international scale. For example, in 1998 he organized the Global March Against Child Labor, across 103 countries with the participation of 7.2 million people, and more than 10,000 civil society organizations. It was the largest peoples' campaign on child labor that led to the ILO Convention 182 on the worst forms of child labor.

Mr. Satyarthi is combating the use of child labor by creating domestic and international consumer resistance to products made by children in bonded labor. He started *Rugmark*, a program in which rugs are labeled and certified to be child-labor-free by factories that agree to be regularly inspected.

Recently, Mr. Satyarthi lead the South Asian March Against Child Trafficking, a month-long physical march across the Indo-Nepal-Bangladesh border to raise awareness on trafficking of children for forced labor, and to demand a South Asian regional protocol to combat trafficking for forced labor.



Indonesia

Wayhu Susilo
Founder and Director, *Migrant Care*

Wahyu Susilo is at the forefront of the battle to protect and secure rights for migrant workers in Indonesia. In 2000, he established an advocacy network of 80 organizations working to improve anti-trafficking legislation. Since migrant workers are susceptible to trafficking during the recruitment process, Wahyu Susilo has campaigned for stronger regulations governing recruitment by employment agencies. The organization he started, *Migrant Care*, has documented thousands of Indonesian migrant workers who have disappeared overseas and lobbied the Government of Indonesia to locate them. His efforts have significantly raised national consciousness regarding the reality of human trafficking, especially after the "Nunukan tragedy" in 2002, when the deportation of some 350,000 undocumented migrant workers from Malaysia caused a humanitarian crisis in arrival. Due to the government's deficient response, at least 85 people died and thousands of others contracted diseases.



Italy/Nigeria

Esohe Aghatise
Founding Director, *IROKO Association*

Activist Esohe Aghatise founded the NGO *IROKO* to provide assistance for women and girls trafficked to Italy from Nigeria. Trafficking survivors actively participate in the creation and implementation of programs and strategies for the community. Through Esohe's steady leadership, the *IROKO Association* provides assistance to women who have been trafficked and prostituted in Italy by providing transitional housing and child care, counseling, legal advocacy, immigration and economic assistance, vocational training, and employment placement. IROKO has initiated a new program in two senior high schools in Turin to combat the demand for prostitution. One point made in the curriculum is that male demand is a key factor in the promotion of sexual exploitation of women and girls. The program targets youth between the ages of 15 and 19. The *IROKO Association* will soon start a new program in Nigeria to assist trafficking victims returning home from European countries.



Mexico

Lydia Cacho Ribiero
Author, Journalist, and Social Activist

Lydia Cacho runs the *Centro Integral de Atencion a la Mujer* (the *Integrated Service Center for Women*) for sexual violence victims in Cancun. The center is considered one of the safest and most comprehensive facilities in the country, and it helps victims of human trafficking as well as sexual violence. She is one of the most vocal activists regarding the commercial sexual exploitation of women and children in Mexico, drawing considerable pressure and regular threats to cease her public advocacy for victims. Her book, *The Demons of Eden: The Power Behind Pornography* implicates Mexican businessmen in child pornography and child-sex tourism rings while tracing their connections to high-ranking government officials. Due to disclosures made in the book, Ms. Cacho was arrested in Cancun, driven 21 hours to Puebla by Mexican police and detained as a criminal on defamation and libel charges, until international outcry prompted her release on bail. Ms. Cacho fought the charges for more than a year until all were dropped in early 2007.



Morocco

Yasmina Baddou
Secretary of State for Families, Children, and the Handicapped

Yasmina Baddou is an indefatigable advocate for children's rights. She is dedicated to rescuing child laborers and child maids in Morocco and has brought to light the once taboo subject of children in domestic servitude. Ms. Baddou initiated Morocco's new Plan of Action to combat child labor to ensure that all children are protected from forced labor, and she launched rescue units to assist street children at risk of being exploited. A public awareness campaign aimed at sensitizing Moroccans to the dangers of employing child maids kicked off the Plan of Action. Although once widely accepted, more Moroccans now hesitate to employ children, which may deprive them of their education and normal development.

IN MEMORIAM—MRS. VIPULA KADRI



The global anti-trafficking in persons community lost a valuable ally and friend on April 24, 2007 with the passing of Mrs. Vipula Kadri. Vipula was the founder and National Director of *Save the Children India*, an organization charged with preventing the abuse and exploitation of children. In 2000, *Save the Children India* launched the "Save Our Sisters" initiative, which brought together representatives from government, law enforcement, civil society, Bollywood celebrities, media, and private industry to raise awareness about trafficking of women and girls into commercial sexual exploitation in India.

Vipula was passionate about ending trafficking in persons and worked tirelessly to develop community-based initiatives and expand education and vocational opportunities for the most vulnerable. *Save the Children India* collaborated with over 250 like-minded NGOs in India, Nepal, and Bangladesh to raise awareness, share information, and assist victims of trafficking. Vipula was innovative in partnering with corporations throughout India. In 2003, she worked with a large hotel chain (Taj Hotels) to implement a sensitization program to prevent sex tourism and trafficking. She partnered with Jet Airways on the Magic Box to collect spare change for at-risk and trafficked children. She has left an indelible mark on the global effort to eradicate modern-day slavery.

TIER PLACEMENTS

Tier 1

AUSTRALIA
AUSTRIA
BELGIUM
CANADA
COLOMBIA
CZECH REPUBLIC
DENMARK
FINLAND
FRANCE
GEORGIA
GERMANY
HONG KONG
HUNGARY
ITALY
KOREA, REP. OF
LITHUANIA
LUXEMBOURG
MALAWI
MOROCCO
THE NETHERLANDS
NEW ZEALAND
NORWAY
POLAND
SLOVENIA
SPAIN
SWEDEN
SWITZERLAND
UNITED KINGDOM

Tier 2

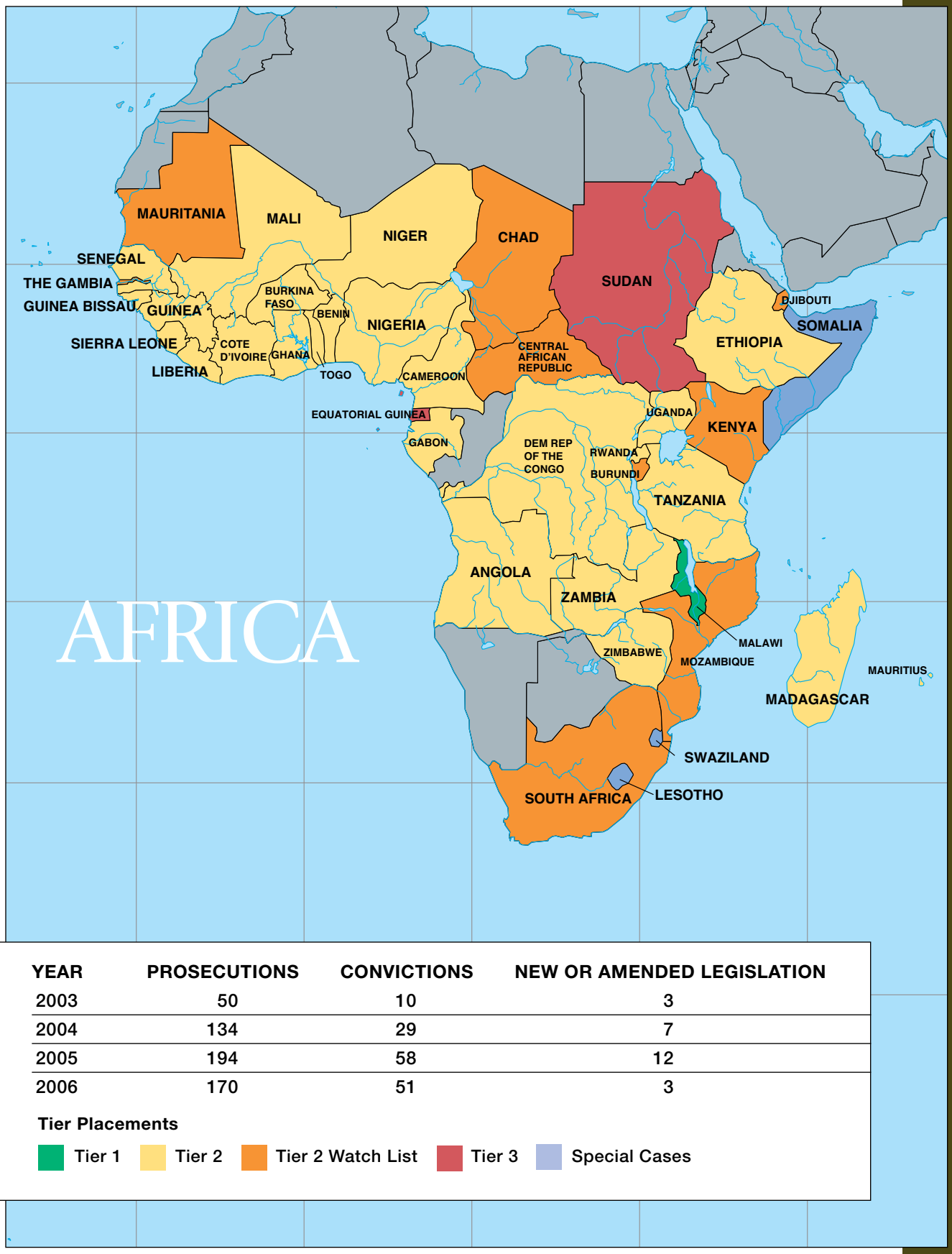
AFGHANISTAN
ALBANIA
ANGOLA
AZERBAIJAN
BANGLADESH
BELIZE
BENIN
BOLIVIA
BOSNIA/HERZEGOVINA
BRAZIL
BULGARIA
BURKINA FASO
CAMEROON
CHILE
CONGO (DRC)
COSTA RICA
COTE D'IVOIRE
CROATIA
EAST TIMOR
ECUADOR
EL SALVADOR
ESTONIA
ETHIOPIA
GABON
GHANA
GREECE
GUINEA
GUINEA-BISSAU
INDONESIA
ISRAEL
JAMAICA
JAPAN
JORDAN
KYRGYZ REPUBLIC
LAOS
LATVIA
LEBANON
LIBERIA
MACEDONIA
MADAGASCAR
MALI
MALTA
MAURITIUS
MONGOLIA
MONTENEGRO
NEPAL
NICARAGUA
NIGER
NIGERIA
PAKISTAN
PANAMA
PARAGUAY
PERU
PHILIPPINES
PORTUGAL
ROMANIA
RWANDA
SENEGAL
SERBIA
SIERRA LEONE
SINGAPORE
SLOVAK REPUBLIC
SURINAME
TAIWAN
TAJIKISTAN
TANZANIA
THAILAND
TOGO
TURKEY
UGANDA
URUGUAY
VIETNAM
YEMEN
ZAMBIA
ZIMBABWE

Tier 2 Watch List

ARGENTINA
ARMENIA
BELARUS
BURUNDI
CAMBODIA
CENTRAL AFRICAN REP.
CHAD
CHINA (PRC)
CYPRUS
DJIBOUTI
DOMINICAN REP.
EGYPT
FIJI
THE GAMBIA
GUATEMALA
GUYANA
HONDURAS
INDIA
KAZAKHSTAN
KENYA
LIBYA
MACAU
MAURITANIA
MEXICO
MOLDOVA
MOZAMBIQUE
PAPUA NEW GUINEA
RUSSIA
SOUTH AFRICA
SRI LANKA
UKRAINE
UNITED ARAB EMIRATES

Tier 3

ALGERIA
BAHRAIN
BURMA
CUBA
EQUATORIAL GUINEA
IRAN
KUWAIT
MALAYSIA
NORTH KOREA
OMAN
QATAR
SAUDI ARABIA
SUDAN
SYRIA
UZBEKISTAN
VENEZUELA



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	50	10	3
2004	134	29	7
2005	194	58	12
2006	170	51	3

Tier Placements

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Cases



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,727	583	1
2004	438	348	3
2005	2,580	2,347	5
2006	1,321*	763*	3

Tier Placements

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Cases

* The decline in 2006 is largely due to the lack of data provided by the People's Republic of China, unlike the previous year.



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,231	1,469	14
2004	3,270	993	20
2005	2,521	1,792	12
2006	2,950	1,821	7

Tier Placements

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Cases



NEAR EAST

YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	1,004	279	4
2004	134	59	1
2005	112	104	3
2006	295	187	2

Tier Placements

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Cases



YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	2,805	447	0
2004	2,764	1,541	1
2005	1,041	406	0
2006	629	275	0

Tier Placements

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Cases



WESTERN HEMISPHERE

YEAR	PROSECUTIONS	CONVICTIONS	NEW OR AMENDED LEGISLATION
2003	175	27	2
2004	145	56	7
2005	170	59	9
2006	443	63	6

Tier Placements

Tier 1 | Tier 2 | Tier 2 Watch List | Tier 3 | Special Cases

United States Government Domestic Anti-Trafficking in Persons Efforts

The United States is a source and destination country for thousands of men, women, and children trafficked for the purposes of sexual and labor exploitation. Women and girls, largely from East Asia, Eastern Europe, Mexico and Central America are trafficked to the United States into prostitution. Some men and women, responding to fraudulent offers of employment in the United States, migrate willingly—legally and illegally—but are subsequently subjected to conditions of involuntary servitude at work sites or in the commercial sex trade. An unknown number of American citizens and legal residents are trafficked within the country primarily for sexual servitude and, to a lesser extent, forced labor.

The United States Government (USG) in 2006 continued to advance the goal of eradicating human trafficking in the United States. This coordinated effort includes several federal agencies and approximately $28.5 million in Fiscal Year (FY) 2006 for domestic programs to boost anti-trafficking law enforcement efforts, identify and protect victims of trafficking, and raise awareness of trafficking as a means of preventing new incidents.

While significant progress has been made, the U.S. Government continues to seek improvement in its efforts to address trafficking within the borders of the United States. For example, the U.S. Government, its state and local partners, and NGOs strive to improve coordination of services to victims. This includes efforts to find victims, track the support they receive from the U.S. Government and U.S. Government grantees, and coordinate efforts to effectively provide services. For a complete assessment of USG efforts to combat trafficking in persons, please visit the Department of Justice Web site: http://www.usdoj.gov/whatwedo/whatwedo_ctip.html

Prosecution

The United States Government continued its efforts to improve anti-trafficking law enforcement efforts over the reporting period. The United States prohibits all forms of trafficking in persons through criminal statutes created or strengthened by the 2000 Trafficking Victims Protection Act (TVPA), which prescribes penalties of up to 20 years' imprisonment—penalties that are sufficiently stringent and commensurate with those for other grave crimes. In FY 2006, the Department of Justice's (DOJ) Civil Rights Division and U.S. Attorneys' Offices initiated 168 investigations, charged 111 individuals, and obtained 98 convictions (including in cases initiated in previous fiscal years). Under the TVPA, traffickers can be sentenced to up to 20 years' imprisonment. The average sentence imposed for trafficking crimes in FY 2005 was 8.5 years (including defendants convicted in other fiscal years). The Federal Bureau of Investigation and DOJ Criminal Division continued to combat the exploitation of children in prostitution in the United States through the *Innocence Lost* National Initiative; in FY 2006, this Initiative resulted in 103 open investigations, 157 arrests, 76 indictments, and 43 convictions.

State and local governments also made significant law enforcement efforts against trafficking in persons. By the end of 2006, 27 states had passed criminal anti-trafficking legislation. DOJ and Health and Human Services (HHS) continue to increase the number of anti-trafficking task forces, coalitions, and outreach efforts across the United States. DOJ funded 42 task forces at the end of FY 2006, up from 32 in FY 2005. These task forces bring together state, local, and federal law enforcement with partners from NGOs.

In 2006, the Department of Labor's Wage and Hour Division (WHD) began developing resources to help investigators identify potential trafficking issues and began introducing trafficking issues into its investigator training curriculum. During the past year, WHD staff participated in over 30 local, multi-agency task forces on trafficking.

Protection

The U.S. Government continued to provide strong victim protection services over the year. As of March 2007, HHS had certified 1,175 victims of human trafficking from 77 countries since the TVPA was signed into law in October 2000. In FY 2006, HHS certified 234 foreign victims of human trafficking from a remarkably diverse array of countries. Primary sources in FY 2006 of victims were El Salvador (62), Mexico (47), Republic of Korea (20), and Honduras (17). Certification allows human trafficking survivors to access services and benefits, comparable to assistance provided by the U.S. to refugees. HHS established in April 2006 a Per-Capita Services Contract to provide "anytime, anywhere" services to human trafficking victims. As of March 2007, the contract had enlisted 93 social service agencies to provide care to victims across the country.

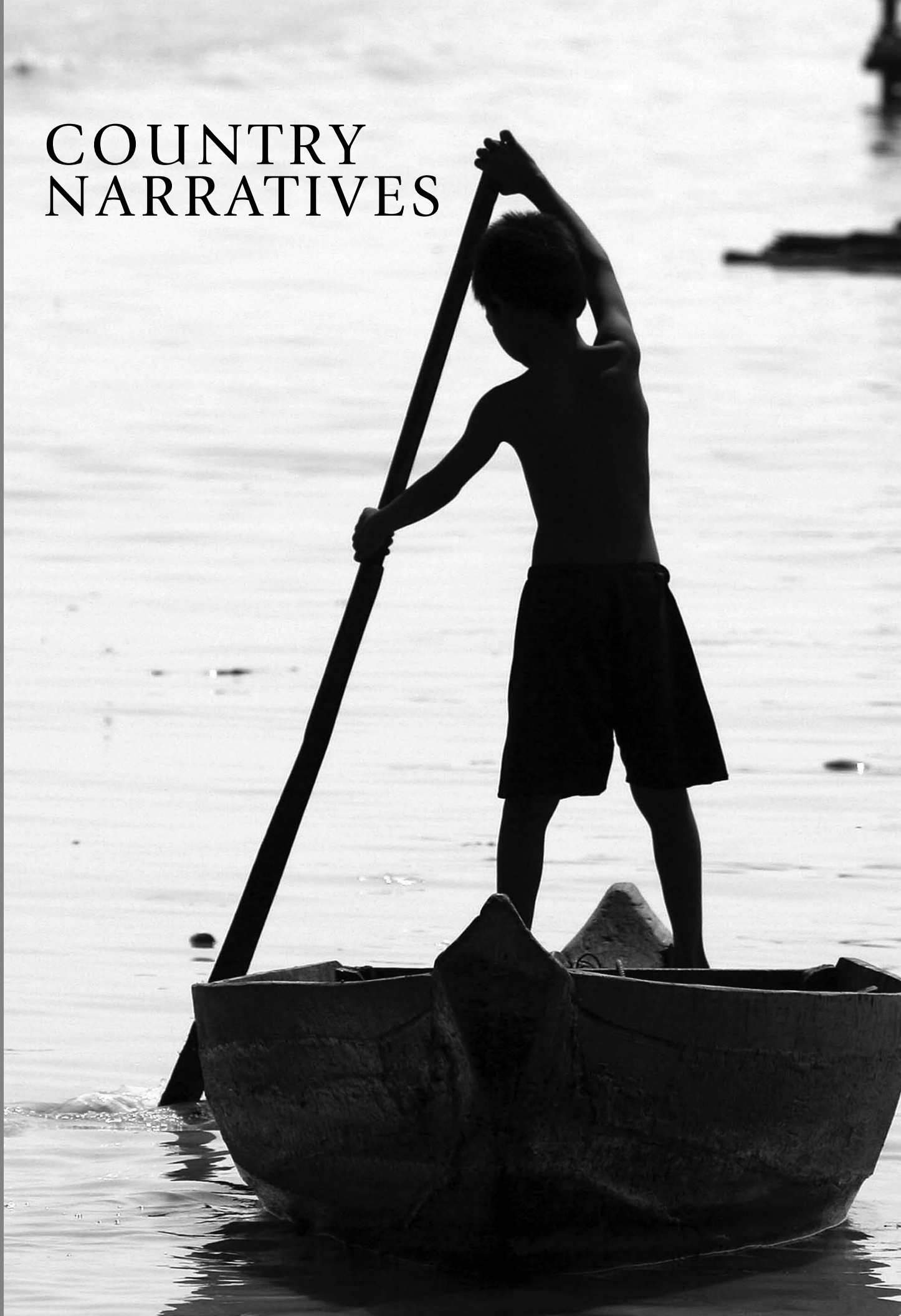
In FY 2006, the Department of Homeland Security (DHS) issued 192 T-visas to foreign survivors of human trafficking identified in the United States and 106 T-visas to their immediate family members. T-visas are a special visa category resulting from the TVPA. Cumulatively through FY 2006, DHS has issued a total of 729 visas to human trafficking survivors, and another 645 T-visas to members of their family.

As part of the assistance provided under the TVPA, the Department of State's Bureau of Population, Refugees, and Migration funds the Return, Reintegration, and Family Reunification Program for Victims of Trafficking. Since its launch in 2005, and through April 2007, the program assisted a total of 67 persons from 22 countries. Of the cases assisted, 5 victims of trafficking elected to return to their country of origin, and 62 family members were reunited with trafficking survivors in the United States.

Prevention

Prevention efforts were sustained over the year, as HHS continued to fund the *Rescue & Restore* public awareness campaign and the National Human Trafficking Resource Center with an information hotline that has received more than 4,000 calls since it started in February 2004. The Department of Defense (DOD) Inspector General in November 2006 completed and released publicly a department-wide evaluation of DOD efforts to prevent trafficking in persons. The overall assessment concluded that DOD has made significant progress in implementing a comprehensive program.

COUNTRY NARRATIVES



AFGHANISTAN (Tier 2)

Afghanistan is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Afghan children are trafficked internally and to Iran, Pakistan, Saudi Arabia, Oman, and Zimbabwe for commercial sexual exploitation, forced marriage to settle debts or disputes, forced begging, debt bondage, service as child soldiers, or other forms of involuntary servitude. Afghan women are trafficked internally and to Pakistan and Iran for commercial sexual exploitation, and men are trafficked to Iran for forced labor. Afghanistan is also a destination for women and girls from China, Iran, and Tajikistan trafficked for commercial sexual exploitation. Tajik women and children are also believed to be trafficked through Afghanistan to Pakistan and Iran for commercial sexual exploitation.

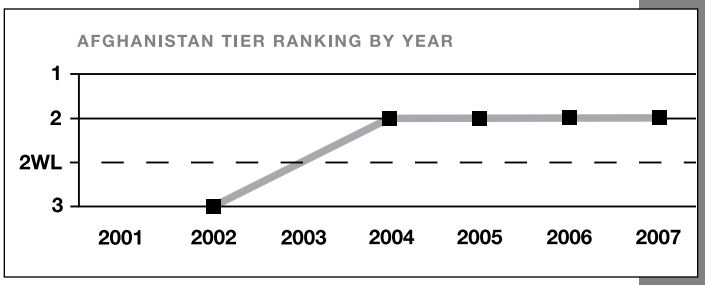
The Government of Afghanistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government provided land to IOM for the construction of a shelter for trafficking victims. The government should take additional steps to enact a comprehensive anti-trafficking law and increase law enforcement efforts against internal trafficking, particularly trafficking of children for commercial sexual exploitation, forced marriage, and involuntary servitude. Afghanistan also should institute a formal mechanism to refer trafficking victims to NGO protection services and should not punish sex trafficking victims for crimes committed as a direct result of their being trafficked.

Prosecution

Over the year, Afghanistan made no clear progress in its anti-trafficking law enforcement efforts. Afghanistan does not prohibit all forms of trafficking in persons, but the government relies on kidnapping and other statutes to charge some trafficking offenses. This year, Afghanistan did not provide sufficient evidence of arresting, prosecuting, or convicting traffickers. Both the Ministry of Interior and the Attorney General's Office reported data indicating that traffickers had been arrested, prosecuted, and convicted, but they were unable to provide disaggregated trafficking data from other related law enforcement data. The government did not demonstrate any efforts to investigate, arrest, or prosecute government officials facilitating trafficking offenses despite reports of widespread complicity among border and highway police. The government should enact an anti-trafficking law without further delay and increase law enforcement action against complicit government officials. Officials should also take law enforcement measures to curb internal trafficking of minors for commercial sexual exploitation and involuntary servitude, including bonded labor.

Protection

The Government of Afghanistan made modest improvements in its efforts to protect victims of trafficking, but deficiencies in its overall efforts remained. In March 2007, the government provided land for IOM to build a shelter specifically designed for child victims of trafficking. The government also assisted in supporting 400 child victims of trafficking repatriated from Saudi Arabia, Oman, Pakistan, and Zimbabwe by facilitating family reunification and providing the children shelter in existing juvenile centers or orphanages, as well as medical care and educational services. Due to cultural mores, some victims of trafficking, however, continue to be arrested or otherwise punished for prostitution and morality crimes. The government does not encourage victims to assist in investigations of their traffickers, nor does it provide them with legal alternatives to removal to countries in which they may face hardship or retribution. Afghanistan should take immediate steps to end the arrest and incarceration of trafficking victims, and should work with NGOs to establish a formal victim identification and referral mechanism. The government should also improve protection of victims of involuntary servitude, including bonded laborers and forced child beggars.



Prevention

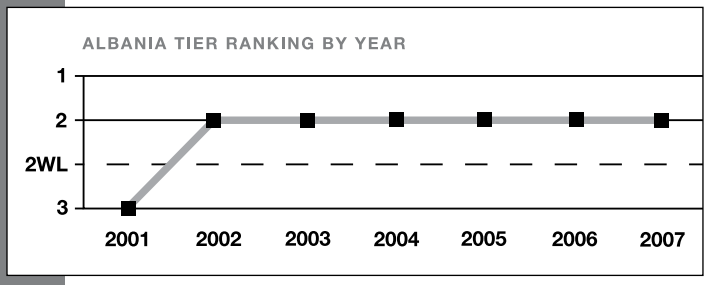
During the year, Afghanistan made limited progress in preventing trafficking in persons. The Ministry of Labor and Social Affairs, with the assistance of UNICEF, conducted a broad public awareness campaign to educate the public on the dangers of trafficking and resources for assistance. Afghanistan does not adequately monitor its borders, but has developed a pilot program to begin monitoring for evidence of trafficking into or out of the country at two sites along the Afghan-Pakistan and Afghan-Iran borders. Afghanistan has not ratified the 2000 UN TIP Protocol.

ALBANIA (Tier 2)

Albania is a country of origin for women and girls trafficked transnationally and internally for the purpose of commercial sexual exploitation; it is no longer considered a major country of transit, and it is not a significant country of destination. Albanian victims are trafficked to Greece and Italy, with many

trafficked onward to the United Kingdom, France, Belgium, Norway, Germany and the Netherlands. Internal sex trafficking of women and children is on the rise.

The Government of Albania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to show a significant effort to prosecute and convict traffickers, created a nationwide toll-free help line, and ratified a bilateral anti-child trafficking agreement with Greece. The government has not instituted a victim case-tracking database that should form the core of its national referral mechanism, which would greatly improve care for trafficking victims. Reintegration and rehabilitation services remain critical to prevent the re-trafficking of Albanian citizens. The government should continue implementation of its national action, and vigorously investigate and prosecute trafficking-related corruption at all levels of law enforcement.



Prosecution
The Government of Albania continued to vigorously investigate and prosecute trafficking in 2006. Albania criminally prohibits sex and labor trafficking through its penal code. Penalties prescribed for trafficking for commercial sexual exploitation exceed those for rape. The laws prescribe penalties for both labor and sex trafficking that are sufficiently stringent. The police referred 51 new trafficking cases to the General Prosecutor's Office, which investigated 65 people on charges related to trafficking. Forty-three cases were referred to the Serious Crimes Court, where there were 62 prosecutions and 57 convictions for trafficking. Four offenders were sentenced to up to two years' imprisonment; 10 were sentenced to between two and five years' imprisonment; 26 were sentenced to between 5 and 10 years' imprisonment; and 25 were sentenced to over 10 years' imprisonment. In 2006, the British operator of an orphanage was arrested on charges of child molestation and trafficking for offering Albanian children for sexual exploitation to foreign pedophiles visiting Albania specifically for sex with children. Some police officers, customs officials, and border police facilitated trafficking by accepting bribes, tipping off traffickers, and furnishing travel documents to traffickers. Lawyers and judges allegedly are bribed, permitting traffickers to buy their way out of punishment if arrested. One police official was arrested for helping an arrested trafficker go free. Four border police officers were arrested for corruption and abuse of power.

Protection
The Government of Albania continued its modest efforts to protect and reintegrate victims of trafficking during 2006. Albania encourages victims to testify against traffickers, but they often refuse as a result of intimidation by traffickers. In 2006, only 20 out of 227 suspected or identified trafficking victims offered testimony against their traffickers. Albanian law allows victims to file civil lawsuits; victims generally do not initiate these due to their distrust of the police and judiciary. The government does not penalize victims of trafficking for unlawful acts committed as part of their being trafficked. There is currently no legal provision for granting temporary or permanent residency to third-country victims of trafficking; victims could apply for asylum. The government in 2006 drafted legislation as part of its Law on Foreigners that will address this issue. NGOs and international organizations administered and funded the majority of victim services; however, the government provided facilities and staff and helped refer victims. The government's National Victim Referral Center provided assistance to 46 Albanian and third-country national trafficking victims; many were transferred to other shelters for reintegration. Albania ratified a bilateral agreement with Greece to assist with the return of child trafficking victims.

Prevention
The Government of Albania made progress in anti-trafficking prevention and awareness activities during 2006, but relied primarily on NGOs and international organizations for financial support. The government, with support from IOM and UNODC, carried out a limited campaign to help launch the opening of an anti-trafficking hotline to publicize the hotline's number and raise awareness among potential victims. In the first two months of operations, the hotline received 11 actionable calls pertaining to trafficking. With support of the ILO, the Ministry of Labor, Social Affairs and Equal Opportunities implemented a micro-loan program for female trafficking victims to assist them in starting small businesses, foster reintegration, and prevent re-trafficking.

ALGERIA (Tier 3)

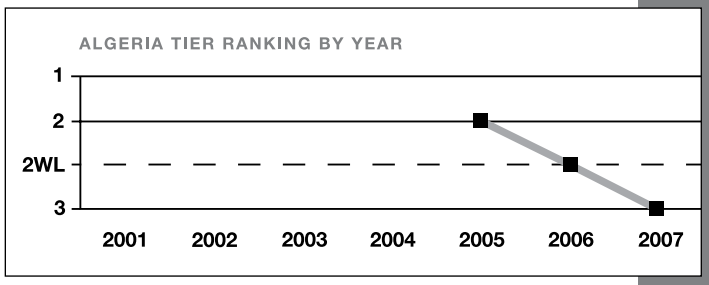
Algeria is a transit country for men and women trafficked from sub-Saharan Africa en route to Europe for the purposes of commercial sexual exploitation and involuntary servitude. These men and women often enter Algeria voluntarily, but illegally, with the assistance of smugglers. Once in Algeria, however, some women are coerced into commercial sexual

exploitation to pay off smuggling debts, while some men may be forced into involuntary servitude in construction and other low-skilled work. According to one NGO, an estimated 15,000 illegal sub-Saharan African migrants currently reside in Algeria, of which approximately 9,000 are victims of trafficking. In addition, one NGO maintains that children are trafficked from Niger and Mali. Some Algerian children reportedly are trafficked within the country for domestic servitude.

The Government of Algeria does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government does not prohibit and punish all crimes of trafficking in persons. It does not draw a distinction between trafficking in persons and illegal immigration and, as such, has not developed policies and programs to address the specific needs of trafficking victims. Algeria does not adequately identify trafficking victims among illegal immigrants. The government did not take serious law enforcement actions to punish traffickers who force women into commercial sexual exploitation or men into involuntary servitude in other sectors. Moreover, the government reported no investigations of trafficking of children for domestic servitude or improvements in protection services available to victims of trafficking.

Prosecution
During the reporting period, Algeria did not report discernible progress in prosecuting trafficking offenses and punishing offenders. Algeria does not prohibit all forms of trafficking in persons, but prohibits the trafficking of minors for commercial sexual exploitation through Article 342 and most forms of sex trafficking of adults through its prohibition on pimping in Article 343 of its penal code. The government did not report any confirmed trafficking investigations, arrests, prosecutions, or convictions this year. The government should criminalize all forms of trafficking, consistent with the 2000 U.N. TIP Protocol, which Algeria ratified in 2003, and significantly increase law enforcement efforts against traffickers, including those who traffic migrants and force children into domestic servitude.

Protection
Algeria did not improve its efforts to protect victims of trafficking during the reporting period. The government does not systematically attempt to identify trafficking victims among vulnerable people, such as foreign women arrested for prostitution or illegal migrants. As a result, trafficking victims reportedly are deported or otherwise punished for unlawful acts committed as a direct result of being trafficked. Because victims are not identified as such, the government neither encourages them to assist in investigations against their traffickers, nor provides them with shelter, medical or psychological services, or alternatives to removal to countries where they would face hardship or retribution. Algeria should institute a formal mechanism to identify victims of trafficking, refrain from punishing them, and provide them with comprehensive victim protection assistance.



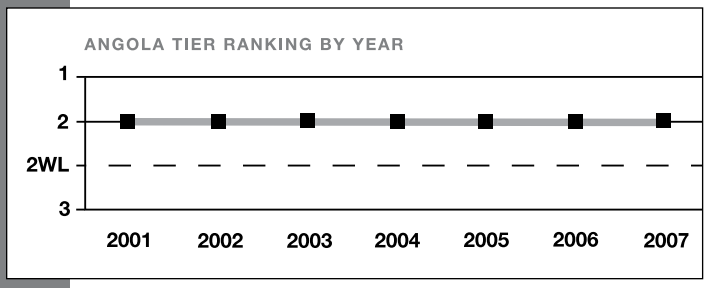
Prevention
Algeria's efforts to prevent trafficking did not improve significantly over the reporting period. The government continues to show a firm commitment to fighting illegal immigration, and works closely with the European governments of Portugal, Spain, France, Italy, and Malta to prevent the illegal migration and smuggling of people to Europe. Although the Algerian government did not report specific actions taken to prevent trafficking in persons within or through its territory, according to press reports, at least one person was arrested and one trafficking network dismantled during the year. Border officials are not trained in identifying possible trafficking victims, and the government did not pursue public awareness campaigns on trafficking in persons.

ANGOLA (Tier 2)

Angola is a source country for a small but significant number of women and children trafficked for the purposes of forced labor and sexual exploitation. Angolan women and girls are trafficked within the country for domestic servitude and commercial sexual exploitation. In an attempt to avoid fees for the importation of goods across the border between Namibia and Angola, children are forced to be couriers by truck drivers to hand-carry goods across that border, for example at remote border crossings such as Katwitwi, in Kuando Kubango Province. Anecdotal reports point to South Africa as a destination point for trafficked Angolan women.

The Government of Angola does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Government media increased attention to the issue of human trafficking over the reporting period. To further its efforts against trafficking, the government should strengthen its legal and victim support frameworks by drafting and enacting comprehensive anti-trafficking legislation, increasing the capacity of law enforcement officials to recognize and respond to instances of trafficking, and increasing awareness of human trafficking at the provincial and community levels.

Prosecution
The government's anti-trafficking law enforcement efforts were modest during the reporting period. Angolan law does not prohibit trafficking in persons, although elements of its constitution and statutory laws, including those criminalizing forced and bonded labor, could be used to prosecute trafficking cases. The government did not report trafficking investigations or prosecutions other than through articles in government print media. During the year, there were no publicly reported convictions, but the National Department of Criminal Investigation reported three arrests of suspected traffickers. The first case resulted from the trafficking of a woman from Cabinda to Lunda Sul for commercial sexual exploitation, while the other two cases involved international trafficking of Angolans to Portugal and Zimbabwe. The Immigration Service operated checkpoints at the international airport, border posts, and select internal locations, such as the trafficking hotspot of Santa Clara in Cunene Province, which screened well over 1,000 minors for proper travel documentation in 2006.



Protection
During the reporting period, the government's focus shifted from caring for former child soldiers and other war-affected children to protecting victims of forced labor and commercial sexual exploitation. The National Institute for the Child's (INAC) six mobile provincial teams conducted spot checks of suspected child trafficking routes by stopping vehicles containing children to check for identity cards and proof of relationship to the children and parental permission for the child to travel; data obtained from these spot checks were unavailable. INAC and UNICEF continued their joint development of Child Protection Networks that bring together government and civil society at the municipal and provincial levels to coordinate social policy and protective assistance to children. Active in six provinces, these networks served as "SOS Centers" through which crime victims between the ages of 9 and 16, including trafficking victims, accessed a variety of services provided by various government ministries. Victims over 16 were referred to shelters and social services provided by a quasi-governmental organization. Local police reportedly transferred five Ivorian and Nigerian women found in forced prostitution to an NGO shelter after detaining them in Luanda. During the reporting period, INAC and UNICEF began development of an assistance strategy for child victims.

Prevention
Angola made limited progress in 2006 in preventing new incidents of trafficking. The government's Inter-Ministerial Commission to Combat Kidnapping, Child Labor, Abuse, Sexual Exploitation, and Trafficking of Children met quarterly to coordinate and plan the government's ongoing efforts to fight child exploitation. The commission drafted a national action plan assigning anti-trafficking responsibilities to each ministry, but it has yet to be publicly released. Members of the commission also participated in conferences and news interviews on the subject of child trafficking throughout the year; government statements against child prostitution appeared frequently in the media. Angola has not ratified the 2000 UN TIP Protocol.

ARGENTINA (Tier 2 Watch List)

Argentina is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Most victims are trafficked within the country, from rural to urban areas, for exploitation in prostitution. Argentine women and girls also are trafficked to neighboring countries and Western Europe for sexual exploitation. Foreign women and children, primarily from Paraguay and Brazil, are trafficked to Argentina and Western Europe for commercial sexual exploitation. Bolivians and Peruvians are trafficked into the country for forced labor in sweatshops and agriculture. Reported cases of human trafficking have increased in Argentina, which may be due to growing public awareness of the issue, as well as a higher number of migrants in the country, some of whom are vulnerable to being trafficked.

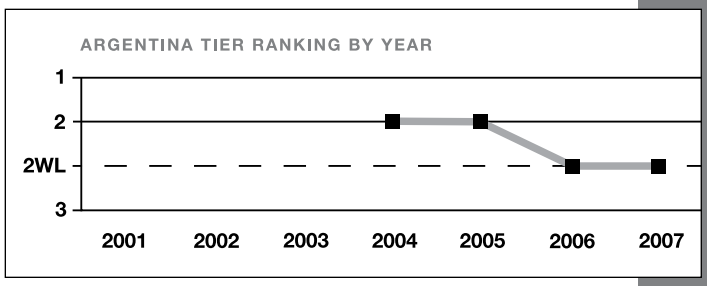
The Government of Argentina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Argentina remains on Tier 2 Watch List for the second consecutive year for its failure to show evidence of increasing efforts to combat human trafficking, particularly in terms of providing greater assistance to victims and curbing official complicity in trafficking. Although there has been momentum over the last two years to pass comprehensive anti-trafficking reforms, draft legislation is still pending in the Argentine Congress. Argentina's overtaxed criminal justice system also slows down the government's efforts to prosecute human traffickers. In the coming year, the Argentine government should: enact and implement its much-needed comprehensive anti-

trafficking bill; intensify and expedite prosecution efforts against traffickers; increase anti-trafficking training for judges and police; provide greater victim assistance; and make stronger efforts to investigate, prosecute, and convict public officials who facilitate human trafficking.

Prosecution

The government demonstrated modest but uneven progress in its law-enforcement efforts against traffickers during the reporting period. Argentina does not prohibit all forms of trafficking in persons, though related offenses are criminalized by a variety of criminal and immigration statutes, which prescribe penalties of up to 20 years' imprisonment. Such penalties are sufficiently stringent and commensurate with penalties for other grave crimes. Enactment of comprehensive federal anti-trafficking legislation would allow the government to move more aggressively against human traffickers. Bills are pending in both houses of the Argentine Congress, and approaching final passage. As a temporary measure until the legislation is passed, the Attorney General's Office of Victims' Assistance (OFAVI) in early 2006 drafted an executive decree to create a national program for anti-trafficking prevention and victim assistance, but the government elected not to sign the interim decree at that time, preferring to push for passage of a national law through the Argentine Congress instead.

Government officials were not able to provide complete data or information about prosecutions against traffickers in 2006; lack of a federal anti-trafficking law impedes the collection of nationwide data and statistics and makes analysis of Argentina's anti-trafficking efforts difficult to gauge. Anecdotal data indicate that 15 trafficking-related arrests took place during the reporting period, down from 33 arrests in 2005. However, the government showed progress by securing sentences against two convicted traffickers in separate cases for crimes involving minors: one defendant in Cordoba province, a former police officer, was sentenced to 14 years in prison; and a second defendant was sentenced to four years of incarceration. Other trafficking-related investigations and cases remain open, including several criminal actions against brothel owners. In one case, 37 women were forced into prostitution at a brothel in Chubut province were rescued. Formal charges have been filed against the brothel owners, who paid bribes to municipal officials. Prosecutors also are investigating police involvement in the case. But, in a notorious labor trafficking case involving Bolivians working in sweatshops in Buenos Aires, charges were dismissed against two suspected traffickers on technical grounds. Credible reports indicate that local law enforcement officials intimidated some of the witnesses or offered them bribes to change their testimony. Widespread corruption and collusion with traffickers at provincial and local levels has been reported and is considered to be a serious impediment to prosecuting cases. The government increased anti-trafficking training for judicial and law enforcement officials, including in the critical tri-border area with Brazil and Paraguay. Additional training for judges and police is sorely needed.



Protection

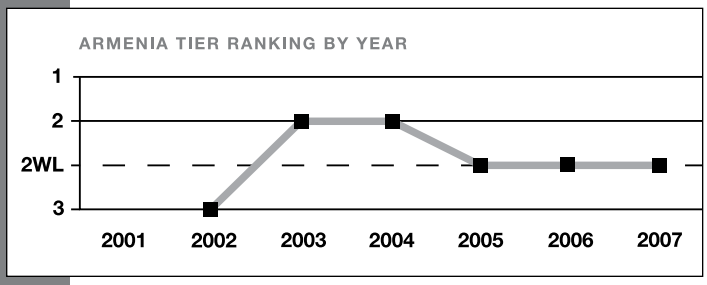
Despite limited resources, the government made some efforts to assist victims during the reporting period. The government did not systematically and pro-actively identify victims among vulnerable populations, such as persons detained for prostitution or immigration violations. OFAVI coordinated victim-assistance policy and offered a limited number of victims access to medical and psychological treatment, legal counseling, referrals to other sources of assistance, and repatriation. The government does not operate victim shelters dedicated to trafficking, but victim-assistance offices worked with social-services agencies to ensure that trafficking victims received shelter and appropriate care. The government began to provide funding to anti-trafficking NGOs in 2006. There are unconfirmed reports of victims being jailed for crimes committed, such as prostitution, as a direct result of being trafficked. Argentine authorities encourage victims to assist in the investigation and prosecution of their traffickers. Victims are rarely deported, and Argentine immigration law provides that citizens of Mercosur member or associate states can obtain temporary residency in Argentina.

Prevention

The government made modest progress in prevention activities during the reporting period. The government lent strong political support to IOM anti-trafficking campaigns featuring a popular Uruguayan singer in video and TV spots. The government also has taken the lead within Mercosur for a regional anti-trafficking prevention campaign. In October 2006, the government conducted a nationwide campaign against child labor. Through greater press coverage and NGO and government efforts, public awareness about the dangers of human trafficking in Argentina appears to be growing.

ARMENIA (Tier 2 Watch List)

Armenia is a source country and, to a lesser extent, a transit country for women and girls trafficked to the United Arab Emirates and Turkey for the purpose of commercial sexual exploitation. Armenian men and women are trafficked to Russia for the purpose of forced labor. Women and girls also transit through Moscow to the U.A.E.



The Government of Armenia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Armenia is placed on Tier 2 Watch List for a third consecutive year because of its failure to show evidence of increasing efforts over the past year, particularly in the areas of fighting trafficking-related corruption and providing victim assistance. Although Armenia increased the use of its anti-trafficking law, increased the number of convicted traffickers serving time in prison, and prosecuted its first labor trafficking case in December 2006 — marking the first time trafficking victims were awarded financial restitution — the government failed to make progress in victim identification and referral or in combating official complicity in trafficking.

In the first of two notable cases of official corruption during the reporting period, the government conducted an inadequate investigation of a senior investigator in the Prosecutor General's anti-trafficking unit, formally concluded that he did nothing wrong, eventually transferred him out of the unit, and demoted him. The second case involved a convicted trafficker who was released from prison temporarily under a provision of Armenian law, allegedly obtained her expired passport from government officials, and then fled the country. Although the government made limited efforts to locate the trafficker, she remained at large at the conclusion of the reporting period. No government officials were prosecuted for acts related to the trafficker's escape, although the three top officials of the prison were removed and remain under investigation. In order to improve anti-trafficking efforts, Armenia must vigorously investigate, prosecute, convict, and sentence corrupt government officials complicit in trafficking. The government should implement a formal, nation-wide trafficking identification and referral system and refer more victims to NGO protection services. Armenia should also increase its public awareness and prevention efforts.

Prosecution

The Armenian government demonstrated moderate improvements in its anti-trafficking law enforcement efforts over the reporting period. Armenia prohibits trafficking in persons for both labor and sexual exploitation through Article 132 of its penal code, which prescribes penalties of 3 to 15 years' imprisonment, which are sufficiently stringent and are commensurate with those prescribed for other grave crimes. In 2006, the government investigated 16 trafficking cases, up from 14 cases in 2005. Authorities prosecuted 13 people for trafficking, compared to 16 prosecutions in 2005. All 13 traffickers prosecuted in 2006 were convicted. Of the 13 traffickers convicted in 2006, 4 were given 5-year prison sentences, 1 received a 4.5-year sentence, 4 received 4-year sentences, 1 received a 3.5-year sentence, 2 received 2-year sentences, and 1 received a 2-year conditional sentence. During the reporting period, a new law was implemented that significantly increased the penalties for trafficking in persons and distinguished the crime of trafficking from that of organized prostitution or pimping.

Protection

The government demonstrated inadequate efforts to protect trafficking victims in 2006. NGOs provided most victim assistance, rehabilitative counseling, and shelter, although the border guards ran a short-term victim shelter at the border crossing point with Georgia and referred victims to NGOs. The government provided no financial or in-kind assistance for anti-trafficking NGOs. Armenia failed to implement formal procedures for the identification of victims and their referral to NGOs that provide protection services. Police referred 8 of the 24 victims assisted by NGOs in 2006; this number is down from the number of victims referred in 2005. Victims were not penalized for unlawful acts committed as a direct result of being trafficked. Although victims were not prohibited from filing charges against traffickers, they were not encouraged to participate in investigations and prosecutions. NGOs noted some positive changes in judicial treatment of victims.

Prevention

The government continued to rely on NGOs and international organizations to supplement its own public awareness efforts. The government's Migration Agency worked with the civil aviation authority and a NGO to publish and distribute leaflets on the dangers of trafficking to people flying to Turkey and the U.A.E. The government also worked with the Russian Migration Agency to publish and distribute a brochure for laborers traveling to Russia. During the reporting period, a NGO trained 71 border guards to recognize trafficking indicators.

NGOs also held seminars on trafficking for students and teachers in four schools.

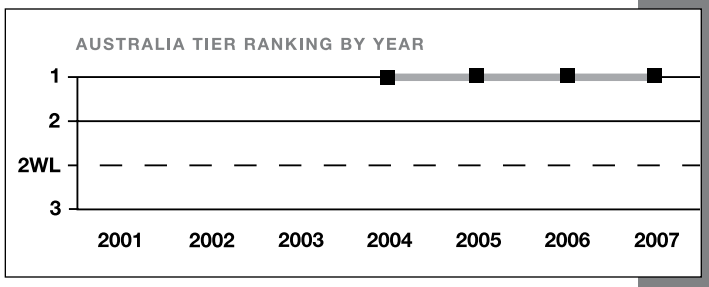
AUSTRALIA (Tier 1)

Australia is a destination country for some women from East Asia and Eastern Europe trafficked for the purpose of commercial sexual exploitation. The majority of trafficking victims were women who traveled to Australia voluntarily to work in both legal and illegal brothels, but were subject to conditions of debt bondage or involuntary servitude. There were several reports of men and women from India, the People's Republic of China, and South Korea migrating to Australia temporarily for work whose labor conditions amounted to slavery, debt bondage, and involuntary servitude.

The Government of Australia fully complies with the minimum standards for the elimination of trafficking. During the reporting period, the government strengthened its domestic trafficking laws to cover offenses involving deception, exploitative employment, conditions and contracts, or debt bondage. The government also ensured that each person in a trafficking network could be prosecuted in cases involving internal trafficking. It also increased penalties for trafficking in children and for employers who exploit workers in conditions of forced labor, sexual servitude, or slavery. The government provides significant resources to support anti-trafficking efforts throughout Southeast Asia, law enforcement training, victim assistance, and prevention activities. The Australian government should devote more attention and resources to addressing allegations of labor trafficking, including in connection with its 457 worker visa program.

Prosecution

The Government of Australia demonstrated increased efforts to prosecute trafficking in persons cases during 2006. Australia prohibits sex and labor trafficking and trafficking-related offenses in Divisions 270 and 271 of the Commonwealth Criminal Code. Prescribed penalties for these offenses are sufficiently stringent and commensurate with those prescribed for other grave crimes. During the reporting period, there were four convictions for sex trafficking. One defendant was sentenced to six years' imprisonment; the three other convictions are on appeal. Six sex trafficking and two labor trafficking cases are currently before the courts involving 16 defendants. The Transnational Sexual Exploitation and Trafficking Teams (TSETT) within the Australian Federal Police investigated 14 possible trafficking cases in 2006. Australian citizens were returned to Australia to face prosecution for sexually exploiting children in other countries under Australia's extraterritorial child sex tourism law. During the reporting period, the Australian Federal Police conducted 10 investigations for violations under child sex tourism law, and there were four convictions under that law. There were no reports of government or law enforcement involvement in trafficking. In late 2006, a Bangladeshi domestic worker filed a complaint against a United Arab Emirates diplomat in Australia, alleging work conditions that amounted to involuntary servitude.



Protection

The Government of Australia continued to provide comprehensive assistance for victims of trafficking, their family members, or witnesses willing to aid in criminal prosecutions. The government encourages victims and witnesses to participate in the investigation of traffickers, but directly links continued assistance to victims' role in a viable prosecution. An enhanced visa regime enables victims or witnesses assisting in an investigation to remain lawfully in Australia. A total of 58 visas have been granted under this regime since its inception in January 2004. One of the visas available is designed to protect victims from retribution they would face if they had to return to their country of origin. Due to the requirement that permanent visas will be granted only to those who have held a temporary visa for two years, no one has yet been in the program long enough to qualify for a permanent visa.

Individuals granted status under this visa regime are entitled to a package of benefits, including shelter, counseling, and food and living allowances. The benefit program is administered by the government's Support for Victims of People Trafficking and was assisting 35 victims as of January 2007. Australia funds two return and reintegration activities in the Asia region. The first is for return and reintegration of trafficked women and children, and the second solely supports Thai victims. The Australian Federal police trained 25 special TSETT investigators in interviewing suspected trafficking victims. The government implemented a formal referral protocol and interviewing procedure for trafficking cases.

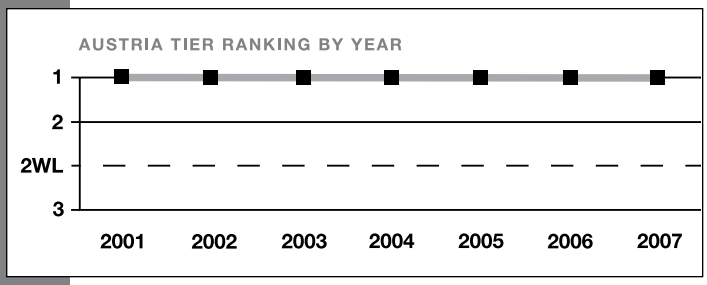
Prevention

Australian government agencies, including specialized Australian Federal Police investigation teams, worked closely with regional counterparts on trafficking matters. Cooperation extended to training, supporting investigations in neighboring countries, and securing prosecutions in Australia and over-

seas. Australia, as co-chair and co-founder of the Bali Process on People Smuggling, Trafficking in Persons, and Related Transnational Crime, continues to play a prominent leadership role in several regional projects aimed at building awareness of trafficking, increasing law enforcement capacity, and enhancing victim support. The government supported a public awareness campaign with advertisements in daily and suburban newspapers encouraging victims and concerned members of the community to call the police hotline.

AUSTRIA (Tier 1)

Austria is a transit and destination country for women from Poland, Romania, Bulgaria, Russia, Belarus, Moldova, Ukraine, Croatia, Macedonia, the Czech Republic, Hungary, Slovakia, the Dominican Republic, and Nigeria trafficked for the purposes of commercial sexual exploitation and forced labor. Women from Africa are trafficked through Spain and Italy to Austria for the purpose of sexual exploitation. Women from Eastern Europe are trafficked through Austria to Italy, France, and Spain for the purpose of sexual exploitation. Roma girls are trafficked from Bulgaria for purposes of forced petty theft and commercial sexual exploitation. Approximately one-third of victims assisted were trafficked for forced labor, and two-thirds were trafficked for sexual exploitation.



The Government of Austria fully complies with the minimum standards for the elimination of trafficking. In 2006, Austria provided quality care to identified victims who cooperate with law enforcement and provided generous funding to prevention programs in source countries. In 2006, the government's Task Force on Trafficking in Human Beings developed a National Action Plan, but has yet to implement it. It also provided special training for law enforcement and judicial personnel. Austria should continue to ensure a majority of convicted traffickers serve time in prison. The government should consider implementing a reflection period for victims. The government should also consider conducting a demand reduction campaign.

Prosecution

The Austrian government continued to show anti-trafficking law enforcement efforts over the reporting period. Article 104(a) of the Austrian Criminal Code prohibits trafficking for both sexual exploitation and forced labor. Prosecutors typically use Articles 104(a) and 217 of the criminal code and Article 114 of the Aliens Police Act to prosecute traffickers. Penalties prescribed in Article 104(a) and Article 114 range up to 10 years' imprisonment, while penalties in Article 217 range from 6 months' to 10 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other grave crimes, such as rape. In 2006, police conducted 93 trafficking investigations, a decrease from 168 investigations conducted in 2005. Authorities conducted 137 prosecutions in 2006, down from 192 the previous year. Conviction data for 2006 was unavailable at the time of this report; however, in 2005, 25 traffickers were convicted, a decrease from 49 convictions in 2004. Twenty of the 25 convicted traffickers served some time in prison. Two traffickers served six to 12 months in prison, eight traffickers were sentenced to a minimum of one year's imprisonment, and 10 traffickers served an unspecified amount of time in prison. Five traffickers received suspended sentences and thus served no time in prison. A high-ranking police official was convicted and sentenced to a three-month suspended sentence under Article 310 for disclosing to a brothel owner the details of a planned police raid. At the time of this report, the official was suspended from office, pending the outcome of an appeal of the conviction.

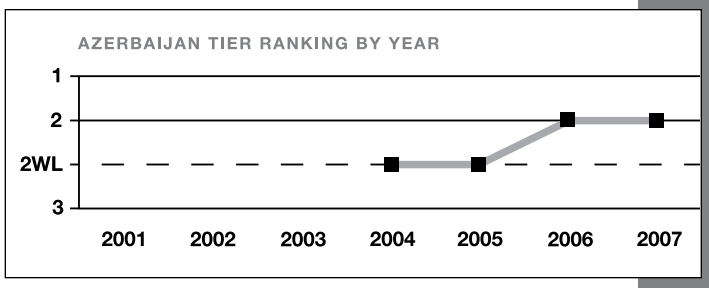
Protection

Austria provided adequate assistance to victims during the reporting period. Police effectively referred 90 victims to trafficking victim assistance centers. The Austrian government encourages victims to assist with investigations and prosecutions of traffickers; victims who agree to cooperate with law enforcement qualify for temporary residence visas, although there is no reflection period granted to victims to consider whether they want to testify. Victims who are not identified by authorities are sometimes deported. The government continues to fully fund a key anti-trafficking NGO that provides shelter and assistance to victims; this NGO also assists in the safe repatriation of victims. Victims have access to the Austrian social system including health insurance and payment of a monthly stipend.

Prevention

Austria continued to focus much of its prevention efforts in source countries. During the reporting period, the government sponsored an awareness project in Bulgaria targeting young women and girls at risk of being trafficked. Austria adequately monitors its borders for signs of trafficking and border officials screen for potential trafficking victims.

AZERBAIJAN (Tier 2)



Azerbaijan is primarily a source and transit country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Women from Azerbaijan are trafficked to Turkey and the United Arab Emirates (U.A.E.) for purposes of sexual exploitation. Men are trafficked to Russia for the purpose of forced labor. Men and women are also trafficked to Iran, Pakistan, and India for purposes of sexual exploitation and forced labor. Azerbaijani children are trafficked to Turkey for the purpose of sexual exploitation, and to Russia for the purpose of forced labor. Reports of internal trafficking also continued, including that of women for sexual exploitation, men for forced labor in the construction industry, and children for the purpose of child begging. Azerbaijan serves as a transit country for victims from Uzbekistan, Kyrgyzstan, and Moldova trafficked to Turkey and the U.A.E. for sexual exploitation.

The Government of Azerbaijan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In October 2006, the government opened and fully funded a shelter for trafficking victims, and increased investigative and victim identification training for law enforcement officials. In 2006, the government also increased investigations, prosecutions, and convictions of traffickers, and removed its anti-trafficking unit from within the Ministry of Internal Affairs' Organized Crime Unit to become a new, stand-alone unit. The government should develop and implement a nation-wide victim referral mechanism and ensure that a nationwide toll-free victims' assistance hotline becomes operational. The government should increase its trafficking prevention efforts, as well as its efforts to investigate, prosecute, convict, and sentence government officials complicit in trafficking.

Prosecution

The government demonstrated improvement in its law enforcement efforts. Azerbaijan's 2005 Law on the Fight Against Trafficking in Persons prohibits both sexual exploitation and forced labor; punishment prescribed by the law ranges from 5 to 15 years' imprisonment and is sufficiently stringent and commensurate with penalties for other grave crimes, such as sexual assault. For the first time, in 2006 the Government of Azerbaijan prosecuted and convicted traffickers under its new trafficking in persons law. During 2006, authorities conducted 192 trafficking investigations, up from 160 investigations conducted in 2005. Azerbaijan prosecuted 164 traffickers, up from 153 prosecutions in 2005. In 2006, 155 traffickers were convicted, up from 93 convictions in 2005. Forty-eight of the 155 convicted traffickers were sentenced to time in prison. The remaining 107 traffickers were sentenced to hard labor or community service, or received administrative charges, fines, or suspended sentences. The Special Anti-Trafficking Police Unit showed progress, although the government should increase its capacity to launch more aggressive trafficking investigations. Concerns remain that low-level civil servants and local law enforcement may be receiving bribes to facilitate trafficking.

Protection

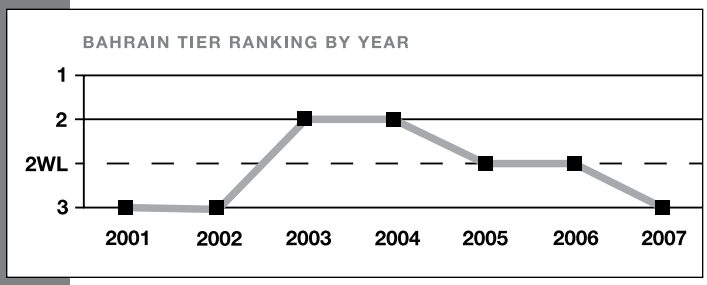
The Government of Azerbaijan demonstrated progress in its efforts to protect and assist victims. In October 2006, the government opened a long-anticipated shelter, which provides victims of trafficking with short-term care and access to legal, medical, and psychological services. Although all identified victims were referred to the shelter, its effectiveness was hampered by the lack of a formal nationwide victim identification mechanism and a nationwide toll-free trafficking in persons hotline; from October 11 to the end of 2006, only four victims were identified. The government should develop and implement formal nation-wide victim identification procedures, and ensure that the nationwide toll-free hotline becomes functional. In 2006, the Ministry of Interior conducted victim identification and assistance training for NGOs, employees of the Police Academy, the Ministry of Justice's Legal Education Center, and the Education Center of the Prosecutor General's Office. Victims may apply for temporary residency permits for up to one year, and are permitted to apply for permanent residency status. If victims cooperate with law enforcement, they are entitled to stay in Azerbaijan until the completion of their court case. There is concern that identified child trafficking victims may not have received adequate assistance or care.

Prevention

Azerbaijan's anti-trafficking prevention efforts remained modest. The government periodically monitors its anti-trafficking efforts and makes the results public. In 2006, the government paid for the printing and distribution of anti-trafficking pamphlets. In 2006, the Ministry of Education supported school information programs run by domestic NGOs.

BAHRAIN (Tier 3)

Bahrain is a destination country for men and women trafficked for the purposes of involuntary servitude and commercial sexual exploitation. Men and women from India, Pakistan, Nepal, Sri Lanka, Bangladesh, Indonesia, Thailand, the Philippines, Ethiopia, and Eritrea migrate voluntarily to Bahrain to work as laborers or domestic servants, but some are subjected to conditions of involuntary servitude when forced to pay off large recruitment and transportation fees, and faced with the withholding of passports and other restrictions on their movement, non-payment of wages, threats, and physical or sexual abuse. Women from Thailand, Morocco, Eastern Europe, and Central Asia are trafficked to Bahrain for the purpose of commercial sexual exploitation or forced labor. The Thai government reported repatriating 256 Thai women who had been deceived or forced into prostitution in Bahrain.



The Government of Bahrain does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Bahrain took the positive step of opening a shelter for female trafficking victims in November 2006, but failed to enact a comprehensive anti-trafficking law. The government also did not report any prosecutions or convictions for trafficking offenses during the year, despite reports of a substantial problem of involuntary servitude and sex trafficking. The government should enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking in persons and assigns penalties both sufficiently stringent to deter the crime and adequately reflective of the heinous nature of the crime. Bahrain should also ensure that victims are not punished or deported for unlawful acts committed as a result of being trafficked, and should offer protective services to all victims of trafficking, including women coerced into prostitution and both female and male victims of forced labor.

Prosecution

During the year, Bahrain made no discernable progress in criminally investigating and prosecuting trafficking crimes. Bahraini law does not prohibit all forms of trafficking, though its penal code of 1976 criminalizes forced prostitution through its Article 325 and forced labor through a 1993 amendment to its Article 302. Penalties prescribed under Article 302 are up to two years' imprisonment, which are not sufficiently stringent. Penalties for forced prostitution (Article 325), however, are from two to seven years' imprisonment, which are sufficiently stringent. Despite indications that the trafficking problem in Bahrain is significant, the government did not provide evidence of prosecuting any cases of trafficking for involuntary servitude or forced prostitution. Laws against withholding workers' passports — a common practice that restricts the mobility of migrant workers — were not effectively enforced, and the practice remained widespread. A module devoted to trafficking was included in a training course for newly appointed public prosecutors. The government should significantly increase investigations and criminal prosecutions of labor traffickers, sex traffickers, and recruitment agencies complicit in trafficking.

Protection

Bahrain took some measures to protect trafficking victims over the past year. In November 2006, the government opened a shelter that offers medical, psychological and legal care, and is capable of accommodating at least 60 female victims of labor trafficking. Victims can only enter the facility by referral, however; to date, 14 victims have been assisted. Foreign victims of sex trafficking receive no protection from the government, but are directly processed for deportation. Local NGOs supporting trafficking victims in informal shelters did not receive any government funding. The government has not instituted a formal victim identification procedure to identify victims among vulnerable groups, such as runaway domestic workers or women arrested for prostitution. As a result, some victims are detained and deported without adequate protection. The government does not encourage victims to assist in the prosecution of their traffickers. The government should institute formal victim identification procedures, allow victims to refer themselves to the shelter, and also permit victims of sex trafficking access to the facility for protection.

Prevention

Bahrain made no discernible progress in preventing trafficking this year. The government initiated no new campaigns to prevent trafficking, but continued to distribute multilingual brochures on workers' rights and resources to incoming workers. The government should ensure that recruitment agencies and employers are aware of the rights of foreign workers to prevent their abuse.

BANGLADESH (Tier 2)

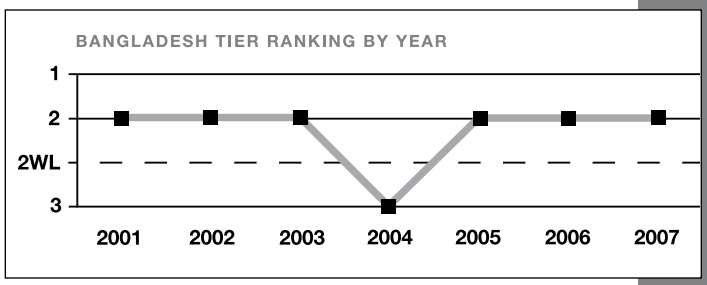
Bangladesh is a source and transit country for men and women trafficked for the purposes of commercial sexual exploitation and involuntary servitude.

It is also a source country for children — both girls and boys — trafficked for commercial sexual exploitation, bonded labor, and other forms of involuntary servitude. Women and children from Bangladesh are trafficked to India and Pakistan for sexual exploitation. Bangladeshi women also migrate legally to the Gulf for work as domestic servants, but often find themselves in situations of involuntary servitude when faced with restrictions on movement, non-payment of wages, and physical or sexual abuse. In addition, Bangladeshi men and women migrate to Malaysia, the Gulf, and Jordan to work in the construction or garment industry, but sometimes face conditions of involuntary servitude, including fraudulent recruitment offers; debt bondage may be facilitated by large pre-departure fees imposed by Bangladeshi recruitment agents. Internally, Bangladeshis are trafficked for commercial sexual exploitation, domestic servitude, and bonded labor. Some Burmese women who are trafficked to India transit through Bangladesh.

The Government of Bangladesh does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bangladesh continued to raise awareness of trafficking and criminally prosecute and punish sex traffickers over the reporting period. The government also took steps to shut down labor recruitment agencies believed to be using deceptive recruiting practices and opened cases for forced child labor. Bangladesh did not, however, report any criminal convictions or prison sentences for acts of involuntary servitude. Bangladesh should prosecute labor trafficking offenses and seek the imposition of criminal penalties for deceptive recruitment practices that facilitate trafficking, and should increase efforts to combat internal trafficking for forced labor and sexual exploitation. Bangladesh should also provide more protection services for adult male trafficking victims and victims of labor forms of trafficking.

Prosecution

Bangladesh made some progress in prosecuting trafficking cases and began taking some action to address trafficking for involuntary servitude. The government prohibits the trafficking of women and children for the purpose of commercial sexual exploitation or involuntary servitude under the Repression of Women and Children Act of 2000 (amended in 2003), and prohibits the selling and buying of a minor under age 18 for prostitution in Articles 372 and 373 of the penal code. Article 374 of Bangladesh's penal code prohibits involuntary servitude, but the prescribed penalties of imprisonment for up to one year or a fine are not sufficiently stringent to deter the offense. Bangladesh lacks laws criminalizing the trafficking of adult males for commercial sexual exploitation. In 2006, the government prosecuted 70 trafficking cases and obtained convictions for 43 individuals, with 4 receiving death sentences and 32 receiving life sentences. Bangladesh also arrested five immigration officers and one former police officer on suspicion of complicity in trafficking; their prosecutions are pending.



In 2006, the Ministry for Expatriate Welfare, the Bangladesh Agency for Manpower, Employment, and Training, and the main labor recruitment agency organization agreed to enforce caps on recruitment fees of approximately $1,200. Enforcement of this cap is difficult because of deceptive practices by some agencies, side-costs levied on workers illegally, and general corruption. The government also adopted an Expatriate Labor Policy identifying principles for the protection of migrant workers abroad and expressing commitment to taking legal actions against illegal recruiters. The government opened investigations against three Bangladeshi recruitment agencies allegedly using deceptive recruitment practices and raided five similar agencies in 2006, closing and de-licensing them. During the reporting period, one owner of a labor recruitment agency was arrested on allegations of overcharging recruitment fees. The government also reported filing 117 cases for forced child labor. Nonetheless, the government did not report any convictions of traffickers for involuntary servitude during the reporting period. Bangladesh should continue to prosecute and punish sex trafficking and should increase law enforcement efforts against labor forms of trafficking, including seeking criminal penalties against any convicted traffickers.

Protection

Bangladesh did not make discernible progress in protecting victims of trafficking this reporting period, but continued efforts from previous years. Police anti-trafficking units encourage victims to assist in the investigation of cases against their traffickers. Victims reportedly are not jailed or punished, but the government does not offer victims legal alternatives to their removal to countries where they may face hardship or retribution. The government supported crisis centers in hospitals that are open to trafficking victims, but relied on NGOs to provide medical and psychological care to victims. The government also provided a building to a local NGO for use as a shelter for at-risk children. Bangladesh developed a witness protection protocol permitting victims to submit testimony in writing or to testify in front of a judge only. Nonetheless, the government reported

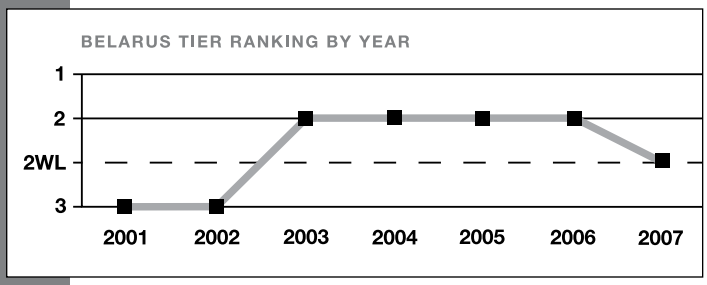
no efforts to protect adult male victims or victims of forced labor. Bangladesh should continue to support protection services for victims of sex trafficking, and should increase assistance to victims of involuntary servitude, including Bangladeshis repatriated after being trafficked abroad.

Prevention

Bangladesh continued to make progress in its prevention efforts. A campaign of 650 television and radio public service announcements warned the public of the dangers of trafficking. The government continued to provide anti-trafficking information to micro-credit borrowers, reaching over 380,000 at-risk women. Bangladesh has not ratified the 2000 UN TIP Protocol.

BELARUS (Tier 2 Watch List)

Belarus is a source and transit country for women trafficked to the United Arab Emirates, Austria, Bosnia and Herzegovina, Cyprus, the Czech Republic, Germany, Greece, Israel, Italy, Japan, Lebanon, the Netherlands, Poland, Portugal, Russia, Spain, Turkey, Turkmenistan, and the United States for the purposes of forced labor and commercial sexual exploitation. Men and women from Belarus are trafficked internally and to Russia for forced labor; 38 percent of all victims assisted by IOM in Belarus in 2006 were male victims of forced labor. Victims are trafficked from Belarus through Ukraine, Lithuania, and Poland to Western Europe, the Middle East, and East Asia. A small number of Moldovan victims were trafficked to Belarus for purposes of forced labor. A recent IOM study estimates that an average of 930 Belarusians are trafficked annually.



The Government of Belarus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Belarus is placed on Tier 2 Watch List because of its failure to provide evidence of increasing efforts to combat severe forms of trafficking; specifically, the government did not show improved efforts to protect and assist victims. Although police identified and referred most victims to NGOs for assistance, the Belarusian government did not demonstrate any tangible victim protection improvements. It did not provide funding to implement protections mandated under a 2005 law and it continued to rely almost exclusively on NGOs and international organizations to provide victim assistance. Furthermore, the government overtly pressured victims to assist law enforcement with investigations and prosecutions. Belarus must take steps to improve its efforts to protect and assist victims by providing funding for victim assistance programs promised and codified into law in 2005. The government should continue efforts to improve relations with anti-trafficking NGOs and international organizations providing victim assistance and public awareness programs. Belarus should also make use of its recently announced trafficking training center to provide law enforcement officials with additional victim identification and victim referral training.

Prosecution

The Government of Belarus demonstrated aggressive law enforcement efforts over the reporting period. Belarusian law prohibits trafficking in persons for the purposes of both sexual exploitation and forced labor through Article 181 of its criminal code. Penalties prescribed under Article 181 range from 5 to 15 years' imprisonment; those penalties are sufficiently stringent and commensurate with penalties prescribed for other grave crimes, such as rape. The government continued to devote significant resources toward the detection and investigation of trafficking during the reporting period. During 2006, the government conducted 95 trafficking prosecutions under Articles 181 and 187. Twenty traffickers were convicted under Article 181 in 2006; 11 of the 20 convicted traffickers were sentenced to more than eight year's imprisonment. Sixteen persons were convicted under Article 187. Government law enforcement statistics cited in the previous Report mistakenly included data on crimes related to trafficking but not trafficking-specific and thus were artificially high.

Protection

The Government of Belarus demonstrated inadequate efforts to protect and assist victims during the reporting period. The government continued to rely almost exclusively on NGOs and international organizations to carry out its anti-trafficking protection work; state institutions did not provide financial or material help to victims. While the government provided $20,000 to UNODC for the creation of an interagency anti-trafficking coordination group, it did little to improve protection and assistance for the significant number of Belarusian victims repatriated back home. Some ministries and local governments provided modest in-kind support to non-governmental victim assistance efforts in 2006, but did not formally coordinate with or officially enlist NGOs as partners. Police referrals of victims to NGO shelters and international organizations increased in 2006. During the reporting period, law enforcement pressured victims to provide information for investigations and prosecutions; pursuant

to Belarusian law, if government assistance were provided to a victim, it would be immediately terminated if that victim did not assist law enforcement in trafficking investigations and prosecutions. The government does not punish victims for crimes committed as a direct result of being trafficked.

Prevention

The Government of Belarus continued its efforts to raise public awareness and prevent trafficking in 2006. While government officials spoke out against trafficking in international fora and state-run media continued to run anti-trafficking programs, the government continued to rely most heavily on NGOs and international organizations to carry out its prevention activities.

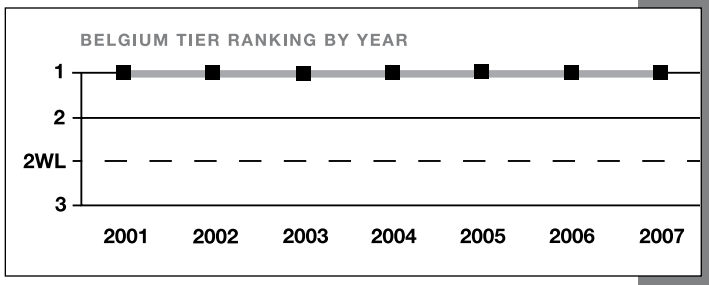
BELGIUM (Tier 1)

Belgium is a transit and destination country for men, women and girls trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking for sexual exploitation is more prevalent than labor trafficking and the majority of victims are young women. Women and girls are trafficked for sexual exploitation to Belgium primarily from Nigeria, Albania, Bulgaria, Romania and People's Republic of China, and through Belgium to other European countries, such as the United Kingdom. Male victims are trafficked to Belgium for exploitative labor in restaurants, bars, sweatshops and construction sites. Increasingly, traffickers also force victims to beg in Belgium. In 2006, victim shelters in Belgium reported an increase in male victims and victims trafficked for forced labor.

The Government of Belgium fully complies with the minimum standards for the elimination of trafficking. The government continued its aggressive law enforcement approach and financed NGOs to provide victim assistance. Belgium expanded legal protections for victims in 2006. To further strengthen its response to trafficking, Belgium should consider allowing all victims who assist with law enforcement efforts against their traffickers to obtain residency status, regardless of the outcome of the prosecution. The government should also increase awareness-raising initiatives and improve efforts to collect precise trafficking law enforcement data.

Prosecution

The Belgian government continued to make substantial efforts to combat trafficking through law enforcement. Belgium prohibits all forms of trafficking through its 2005 amendment to its 1995 Act Containing Measures to Repress Trafficking in Persons. The law was strengthened in 2005 to meet international standards, to prohibit child sex tourism and forced begging, and to improve victim protection. The law's maximum prescribed sentence for all forms of trafficking, five years' imprisonment, is sufficiently stringent but less severe than penalties prescribed for rape. In 2006, authorities investigated 451 trafficking cases, prosecuting and convicting at least 45 traffickers, who received sentences from 1 to 10 years' imprisonment, with an average of 3 to 5 years. Belgian authorities enforce strict regulations on the employment of foreigners as au pairs, entertainers, and interns to combat labor violations. To combat trafficking, special ID cards are issued to diplomatic household personnel, whose employers can be tried in Belgium's system of Labor Courts.



Protection

The government continued to demonstrate strong efforts to provide care for trafficking victims during the year. Three local NGOs that rely largely on federal and regional government funding continued to provide victims with care. In 2006, these three NGOs assisted a combined 445 victims. However, the overall number of assisted victims decreased in 2006, with many victims of labor trafficking opting to find new jobs instead of accepting public assistance. The government also provides specific shelters for juveniles and victims at particular risk of harm by their traffickers. Police and customs officials continued to monitor motorways, airports, and seaports for trafficking victims. In 2006, lawmakers revised the 1980 Immigration Act to encourage victims to participate in trafficking investigations and prosecutions by providing short-term resident status to trafficking victims who assist authorities. Such victims may also obtain permanent residency after their traffickers are sentenced. If the trafficker is not convicted, however, Belgian law provides that victims may have to return to their countries of origin under certain limited circumstances, and only after rigorous review by immigration authorities. In practice, no one has ever been forced to return after a failure to convict a trafficker. Victims are not inappropriately incarcerated, fined, or penalized for unlawful acts as a direct result of being trafficked.

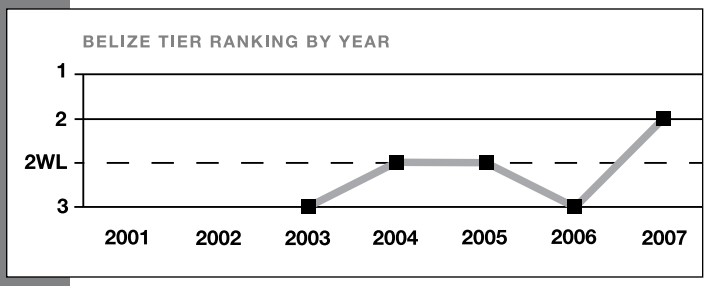
Prevention

Belgium demonstrated modest efforts to raise awareness about trafficking during the year. Government agencies continued to maintain agency Web sites providing information on trafficking and directing victims toward relief centers. A new awareness campaign funded by federal and regional authorities and sponsored by Child Focus and other activist organizations was started in February 2007.

BELIZE (Tier 2)

Belize is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and commercial sexual exploitation. Central American women and children are trafficked to Belize for exploitation in prostitution. Girls are trafficked within the country for sexual exploitation, sometimes with the consent of close relatives.

The Government of Belize does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Belize made substantial improvement in combating human trafficking since release of the 2006 Report. In February 2007, the government took a critical step to confront official trafficking-related corruption by arresting two police officers for human smuggling; a third police officer was arrested for allegedly exploiting a trafficking victim. More steps must be taken in this key area for the government to advance its anti-trafficking goals. The government also should consider increasing penalties for sex trafficking, and increasing law enforcement efforts to investigate and prosecute traffickers.



Prosecution

The Government of Belize made solid progress overall in the past year. The Government of Belize prohibits all forms of trafficking through its Trafficking in Persons Prohibition Act, which prescribes punishment of up to five years' imprisonment and a $5,000 fine. These penalties are sufficiently stringent but are not commensurate with higher prescribed penalties for other grave crimes such as rape. An interagency trafficking-in-persons committee leads government efforts to prosecute traffickers, protect victims, and raise community awareness about human trafficking. The government reported two trafficking prosecutions, but no convictions for trafficking in 2006. Four foreign tourists were prosecuted for child sexual exploitation offenses and a fifth was expelled from the country. The government conducted raids of brothels and increased anti-trafficking training for police, magistrates, and immigration officials. The government also cooperates with foreign governments on international trafficking cases, and joined the Latin American Network for Missing Persons in 2006. Complicity in trafficking by law-enforcement officials appears to be a significant impediment to prosecution efforts.

Protection

The government improved protection services for victims in 2006. The government opened two shelters for trafficking victims in mid-2006, and provides limited funding to local NGOs for additional services. Authorities in Belize encourage victims to assist in the investigation and prosecution of their traffickers. There were no reports of victims being jailed or penalized for crimes committed as a result of being trafficked. Belize also provides temporary residency for foreign trafficking victims, and other legal alternatives to deportation or removal to countries in which they would face hardship or retribution.

Prevention

The government stepped up efforts to prevent human trafficking during the reporting period. Ministers and other high-level government officials repeatedly condemned trafficking in speeches and public statements. Since June 2006, the government has sponsored anti-trafficking campaigns and messages on television, radio, and in newspapers. In July 2006, the government's trafficking-in-persons committee met with members of Belize's Indian community to discuss human trafficking and involuntary domestic servitude. The government also worked with Belize's tourism industry to draft a code of conduct to prevent child sex tourism. The government funds local NGOs to promote other prevention efforts.

BENIN (Tier 2)

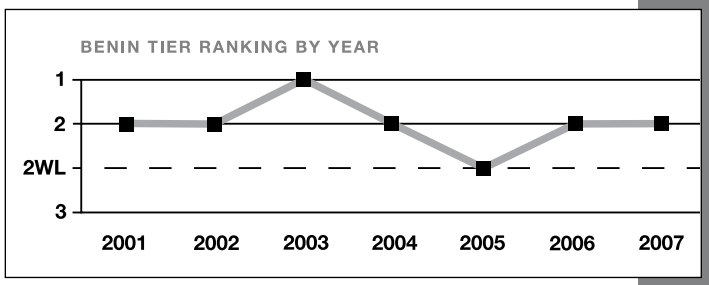
Benin is a source, transit, and destination country for children trafficked for the purposes of forced labor and commercial sexual exploitation. The ILO estimates that 90 percent of all victims are trafficked within Benin, with girls trafficked primarily for domestic servitude and sexual exploitation while boys are trafficked for forced labor as plantation laborers, street hawkers, and construction workers. According to the ILO, the majority of Beninese children trafficked transnationally are destined for Nigeria, though they are also trafficked to Cote d'Ivoire, Ghana, Niger, Mali, and Togo for the purposes listed above, as well as for labor in mines and stone quarries. Beninese girls may be trafficked to Europe for domestic servitude and possibly sexual exploitation. A small number of Togolese, Nigerien, and Burkinabe children are trafficked to Benin for the same purposes listed above.

The Government of Benin does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Benin should pass the

necessary legislation to enforce its 2006 law against child trafficking, draft and pass a law prohibiting adult trafficking, impose increased sentences on convicted traffickers, make its government victim shelter operational, and finalize and adopt its draft national strategy for child protection and national action plan to combat child labor.

Prosecution
The Government of Benin made solid efforts to combat trafficking through law enforcement efforts during the last year. Benin does not prohibit all forms of trafficking in persons, though its 2006 Act Relating to the Transport of Minors and the Suppression of Child Trafficking criminalizes child trafficking. However, additional legislation currently in draft form must be passed before this 2006 law can be enforced. The law's maximum 20-year sentence for all forms of child trafficking is sufficient and exceeds penalties prescribed for rape. From October 2005 to August 2006, the government, using provisions of the existing penal code such as those on kidnapping and contributing to the delinquency of a minor, pursued 35 child trafficking cases. Eight of these cases resulted in convictions, but sentences imposed on the offenders ranged from only three months on bail to one year's imprisonment. Fourteen cases are awaiting trial, and an additional eight remain under investigation. From January to February 2007, the Minors Protection Brigade (MPB) arrested nine suspected traffickers, and in March 2007, Beninese police worked with Nigerian authorities to arrest a further five suspected traffickers. All fourteen of these individuals are in custody in Benin awaiting further legal action. In 2006, Benin's Police Academy, with financial support from UNICEF, trained 560 law enforcement officers, including border patrol authorities, about trafficking.

Protection
The Government of Benin demonstrated sustained efforts to care for trafficking victims during the reporting period. The MPB continued to implement proactive procedures to identify child trafficking victims and refer those identified to a network of local NGOs and international donors for care and reintegration services. The government also provides basic social services to trafficking victims through its national network of "Social Promotion Centers." In 2006, the MPB reported that it rescued and received 88 trafficked children. Six of these victims were Beninese being trafficked to Nigeria and 19 were Ivorian children trafficked to Benin. Twelve Beninese child victims were repatriated from Gabon, 50 from Nigeria, and 1 from Mali. These victims were placed in shelters and reunited with their families following investigations. In January and February 2007, the MPB rescued 38 children. In March 2007, the government rescued 17 female child victims in Cotonou and coordinated with Nigerian authorities to repatriate 21 Beninese victims from Nigeria. Beninese authorities have placed the victims in shelters for care. The government's shelter for trafficking victims, built over two years ago, remains unused. Because all of Benin's identified victims have been children, the government does not encourage them to actively assist in investigations or prosecutions for fear of causing them further trauma. The government cooperates with NGOs to ensure that it does not repatriate foreign victims until a safe return and reintegration plan has been established in the country of origin. Victims are not inappropriately incarcerated or fined for unlawful acts committed as a direct result of being trafficked.

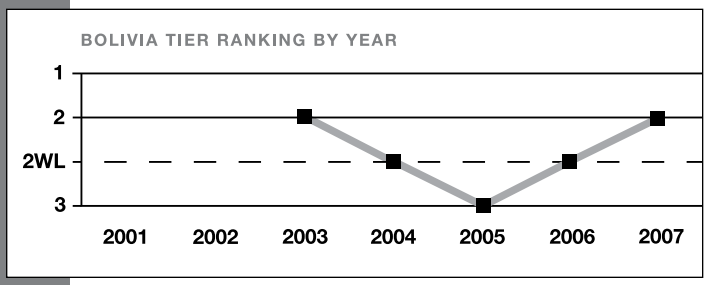


Prevention
The Government of Benin made steady efforts to raise awareness about trafficking during the reporting period. In January 2007, the Nigeria-Benin Joint Committee to Combat Child Trafficking, with financial support from UNICEF, met in Benin and drafted an action plan to combat the trafficking of Beninese children to Nigeria's stone quarries, a significant problem. With ILO and UNICEF assistance, the government is drafting a national action plan against child labor and a national strategy for child protection, both of which still need to be finalized and implemented by the government. Both include steps to combat trafficking. The government, in coordination with Togolese authorities and with funding from UNICEF and the European Union, launched child trafficking awareness campaigns along the Benin-Togo border.

BOLIVIA (Tier 2)

Bolivia is principally a source country for men, women, and children trafficked for the purposes of sexual and labor exploitation. Members of indigenous communities are particularly at risk for labor exploitation. Many victims are children trafficked internally for forced labor in mining and agriculture and suffer harsh conditions. Other victims are trafficked within the country and to neighboring South American countries and Europe, particularly Spain. Bolivian workers have been trafficked to sweatshops in Argentina and Brazil, and to Chile and Peru for involuntary servitude. Illegal migrants from Asia transit Bolivia; some may be trafficking victims.

The Government of Bolivia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The government made modest but steady progress in key areas over the last year, and government officials demonstrated a heightened commitment to fight trafficking through enhanced law enforcement actions, expanded victim protection services, and increasing prevention efforts. The government should intensify work in all these areas, and endeavor to pass amendments to its anti-trafficking laws, currently under consideration in Bolivia's Congress, to provide greater services and legal protections for victims. The government also should focus more attention on cases of trafficking for labor exploitation in mining and construction sectors. It should continue to root out any official complicity with trafficking, and review suspected cases of labor exploitation.



Prosecution

The Government of Bolivia increased law enforcement efforts against trafficking crimes over the last year. Pursuant to a comprehensive law passed in 2006, the government prohibits all forms of trafficking, and prescribes penalties of up to 12 years' imprisonment, which are commensurate with that for rape and sufficiently stringent. Special anti-trafficking police and prosecutors opened 36 trafficking prosecutions across the country in 2006, and rescued more than 70 teenage victims from trafficking situations. In a landmark case in Cochabamba, the regional Attorney's Office secured the convictions of two traffickers for enslaving an 11-year-old child, resulting in jail sentences of three and six years each. The government also took important steps to confront suspected official involvement with trafficking by opening a criminal investigation of 18 public employees, including four members of the Bolivian Congress. Bolivian authorities cooperated in joint investigations of international trafficking cases with police from Argentina, Brazil, Peru, Chile, and Spain. The government relies on outside sources for training and materials for key anti-trafficking personnel.

Protection

The Bolivian government committed more resources to assist trafficking victims, but services remain inadequate overall and unavailable to many victims, especially outside the capital. Nonetheless, the Prefecture of the Department of La Paz in June 2006 opened a shelter for victims of sexual exploitation that now provides care for 36 teenage girls. La Paz's city government also operates an emergency shelter which assists trafficking victims. The government does not encourage victims to assist with the investigation and prosecution of their traffickers. Although the government generally respects the rights of trafficking victims, some are jailed or penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention

The government increased prevention and public awareness efforts in 2006 by enacting a decree requiring international airports to air a television segment on the risks of trafficking. The Bolivian National Police launched a campaign to warn parents, school children, and municipal authorities about the twin dangers of human trafficking and drug use. The government also worked closely on prevention activities with NGOs and international organizations.

BOSNIA AND HERZEGOVINA (Tier 2)

Bosnia and Herzegovina is a country of origin, transit, and destination for women and girls trafficked internationally and internally for the purpose of commercial sexual exploitation. Over the last year, an increased number of Bosnian victims were trafficked for commercial sexual exploitation within the country. There were some reports of trafficking of Roma children within Bosnia and Herzegovina for forced labor. Foreign victims originated primarily from Serbia, Ukraine, Moldova, Romania, and Russia. Some victims are trafficked through Bosnia and Herzegovina to Western Europe for commercial sexual exploitation.

The Government of Bosnia and Herzegovina does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increased efforts to address trafficking during the reporting period, particularly in the area of victim assistance. The government continued to actively investigate trafficking cases; however, sentences imposed on convicted trafficking offenders remained low or suspended. The government should be more proactive in aggressively prosecuting trafficking crimes by ensuring that penalties are sufficient to deter traffickers; it should also increase efforts to address trafficking-related complicity of public officials.

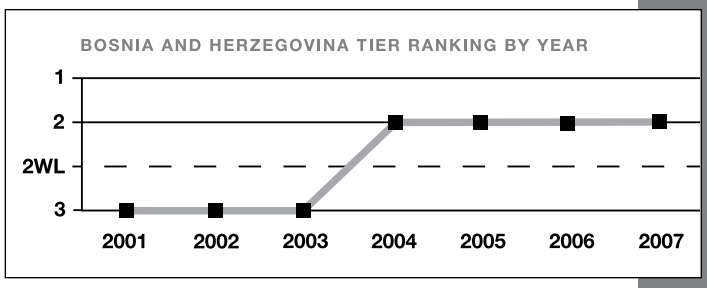
Prosecution

The Government of Bosnia and Herzegovina significantly increased its law enforcement efforts over

the last year. The government prohibits trafficking for sexual and labor exploitation through Article 186 of its criminal code. Penalties for trafficking for commercial sexual exploitation are commensurate with those for rape. The law prescribes penalties for trafficking that are sufficiently stringent; however, some traffickers receive sentences that are light or suspended. The government reported 90 ongoing trafficking investigations in 2006, up from 70 the previous year. One convicted trafficker was sentenced to eight years' imprisonment for trafficking and six years for money laundering. This was the longest sentence ever imposed for trafficking offenses in Bosnia and Herzegovina. The judge also ordered seizure of the trafficker's apartment and payment of compensation to the victim in the amount of $62,500. A second defendant in the same case was convicted and was sentenced to five and a half years' imprisonment, and a third defendant was acquitted for lack of evidence. In the past year, 31 cases were prosecuted. In 2006, the strike force raided three well-known bars in central Bosnia, resulting in four arrests and criminal charges filed against 11 people suspected of involvement in trafficking. Although there were reports of official involvement in trafficking, there were no reported prosecutions or convictions of public officials complicit in trafficking.

Protection

The Government of Bosnia and Herzegovina demonstrated increased efforts to protect victims of trafficking in 2006. The government encouraged victims to assist in the prosecution of traffickers. Victims also have the opportunity to file civil suits against their exploiters. The government provides legal alternatives to the removal of trafficking victims to countries where they face hardship or retribution through the provision of short- and long-term humanitarian visas. In 2006, 11 trafficking victims received residence permits on humanitarian grounds. Prosecutors can offer victims protected status through the government's witness protection program, if they determine a victim's safety is in jeopardy. There have been at least six reported cases of trafficking victims entering the program as protected witnesses. In some cases, victims and witnesses have been relocated to third countries. Victims are not penalized for unlawful acts committed as a result of their being trafficked. The government and NGOs developed and signed a formal referral mechanism for screening, identifying, and assisting foreign victims. Police and border officers use a screening questionnaire to evaluate potential victims. The State Coordinator for Trafficking delegates victim assistance to five local anti-trafficking NGOs that provide shelter and care to victims, but oversees shelter management and adherence to standards. One NGO provides pro bono legal assistance to victims housed in NGO shelters.



Prevention

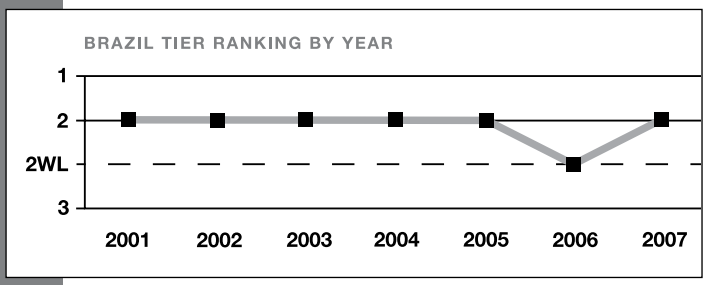
The Government of Bosnia and Herzegovina demonstrated increased public awareness and prevention activities. The State Coordinator partnered with IOM to run a major national public awareness campaign, which included leaflets, billboards, television spots, and a 30-minute documentary aired on public and private television channels. The State Coordinator for Trafficking also participated in a number of local public awareness campaigns conducted by NGOs and spoke to groups of mayors, local police, social workers, and municipal court judges as part of a capacity-building program. In collaboration with Roma community leaders and an NGO, the State Coordinator for Trafficking raised awareness of child begging and forced labor of Romani children. Posters with anti-trafficking information and hotline numbers are placed along border crossings and at the Sarajevo International Airport.

BRAZIL (Tier 2)

Brazil is a source country primarily for women and children trafficked within the country for the purpose of commercial sexual exploitation, and for men trafficked internally for the purpose of forced labor. NGOs estimate that 500,000 children are in prostitution in Brazil. Brazilian women and girls are also trafficked for sexual exploitation to destinations in South America, the Caribbean, Western Europe, Japan, the United States, and the Middle East. To a lesser extent, Brazil is a destination country for some men and women who migrate voluntarily from Bolivia, Peru, and China, but are subjected to conditions of forced labor in factories in major cities in Brazil. Child sex tourism is a serious problem within the country, particularly in the resort areas and coastal cities of Brazil's northeast. An estimated 25,000 Brazilian victims, mostly men, are trafficked within the country for forced agricultural labor, mostly to areas of the Amazon and the central state of Mato Grosso.

The Government of Brazil does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government increased efforts to punish internal and transnational sex trafficking and took several measures to address forced labor, though prosecutions for forced labor

remained lacking. In October 2006, President Lula directed the creation of a national plan of action against trafficking for all forms of exploitation, the coordination of governmental anti-trafficking efforts through the Secretariat of Justice, and the dedication of funding for the government's multi-sectoral anti-trafficking efforts. Prosecutions and convictions of trafficking offenders appeared to increase, and the Supreme Court strengthened the hand of the federal government in punishing slave labor through a November 2006 ruling. The government should increase prosecutions and convictions of traffickers, and institute more effective criminal penalties for forced labor trafficking.



Prosecution

The Government of Brazil made clear progress through law enforcement efforts against transnational and internal sex trafficking, though progress in efforts to punish acts of forced labor was less evident during the reporting period. Brazil does not prohibit all forms of trafficking, though transnational and internal trafficking for commercial sexual exploitation is criminalized under Section 231 of its penal code, which prescribes penalties of 6 to 10 years' imprisonment, penalties that are sufficiently stringent and commensurate with those for rape. Brazil's laws do not criminalize all aspects of trafficking for labor exploitation, though forced labor is criminalized under statutes against slavery that prescribe penalties of one to three years' imprisonment, penalties that are not sufficiently stringent.

Brazil lacks a centralized collection and reporting system for anti-trafficking law enforcement data; therefore, no comprehensive data on trafficking investigations, prosecutions, convictions, or sentences were available for the reporting period. Limited data, however, collected from several states showed an increase in anti-trafficking efforts. A trafficking prosecution in the state of Rio Grande do Norte in 2006 resulted in the conviction of 14 traffickers, an increase over the one conviction reported for the country in 2005. The police reportedly initiated at least 35 trafficking investigations in 2006. Also during the year, federal police launched six operations to curb international trafficking, which resulted in the arrest of 38 people for international trafficking in persons. After receiving anti-trafficking training earlier in the year, federal highway patrol officers in November 2006 arrested a woman in the state of Sao Paulo for internal sex trafficking, marking the first recorded arrest for internal trafficking since it became a federal offense.

The Ministry of Labor's Special Mobile Enforcement Groups continued aggressive efforts to curb slave labor in the remote Amazon, conducting 106 operations on 206 suspected sites of slave labor in 2006. Although there were no known convictions of slave labor offenders, the number of civil actions against practitioners of slave labor rose in 2006. Moreover, in December 2006, the Brazilian Supreme Court ruled that crimes related to the use of forced labor fell under federal jurisdiction and that all forced labor cases must henceforth be prosecuted in the federal court system, settling an issue of jurisdiction that had previously hampered prosecutions and shielding these cases from pressure in state and local courts. This new ruling has not yet been tested, however. In March 2007, President Lula vetoed a bill, passed by Brazil's parliament, which would have reduced the power of the Ministry of Labor inspectors to determine culpability at worksites and impose fines where slave labor has been found.

There were scattered reports of law enforcement officials' involvement in or facilitation of trafficking in persons, though there were no reports of investigations or prosecutions of official complicity. In a high profile case of slave labor, involving the 2005 conviction of Federal Senator Joao Ribeiro for forcing 38 workers to live in slave-like conditions, the $341,000 fine imposed by the court in February 2005 was reduced by an appellate court in October 2006 to $35,500.

In 2006, Brazil issued a new regulation that requires state financial institutions to bar financial services to entities on the Ministry of Labor's "dirty list," a public listing of persons and companies that have been documented by the government as exploiters of forced labor. The Ministry of Labor in August 2006 updated the "dirty list," which contains 178 names of companies and individuals, including Senator Joao Ribeiro. Slave labor, which is used in the production of charcoal in primitive Amazon camps, was the focus of a late 2006 international news report, which alleged that this slavery is linked to the production of Brazilian pig iron, a majority of which is exported to the United States. Indeed, several of the pig iron companies mentioned are already on the Ministry of Labor's "dirty list" for documented slave labor practices.

Child Sex Tourism

Although comprehensive data is not available, limited reporting indicates that police in various tourist centers conducted a number of investigations into the sexual exploitation of Brazilian children by foreign pedophiles, who largely come from Europe and North America. Sex tourism was prevalent in

398 of 1,514 tourist destinations along the northeast coast of Brazil, according to a study by the University of Brasilia. The government in 2006 released a "code of conduct to combat sex tourism and sexual exploitation," and the local governments of the states of Pernambuco, Espirito Santo, Amazonas, Parana, and the Federal District enacted laws requiring businesses to display public warnings of the criminal punishments for sexually exploiting children. Rio de Janeiro and Bahia had previously enacted similar legislation.

Protection

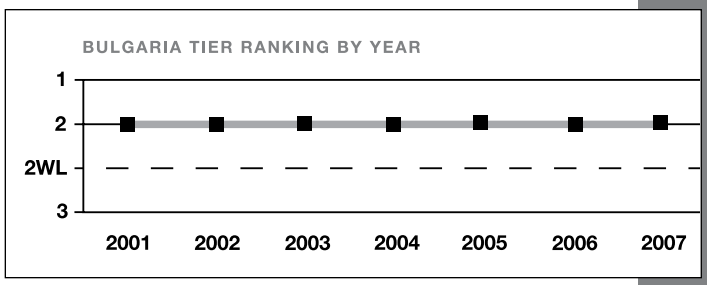
The Government of Brazil made improved efforts to protect victims of sex trafficking during the reporting period. Several government programs assisted victims of trafficking, although efforts often were inconsistent and under-funded. Government officials encourage victims to assist in the investigation and prosecution of traffickers, although foreign victims are not offered legal alternatives to their removal to countries where they face hardship or retribution. Brazil's federal government funded the "Sentinela" shelter network throughout the country, which expanded from 400 to 1,104 shelters in 2006. The Brazilian Ministry of Justice and the UNODC continued to fund victim assistance centers in Sao Paulo, Rio de Janiero, Goias, and Ceara states in partnership with the respective state governments. The Ministry of Social Development and the Fight against Hunger provided emergency care for children and adolescent victims of sexual abuse and sexual exploitation. During surprise inspections of labor sites in remote areas of the Amazon, the Ministry of Labor's Special Mobile Enforcement Groups rescued a total of 3,390 victims of forced labor in 2006; victims were provided with immediate medical care, counseling, and limited compensation. Identified victims are not penalized for unlawful acts committed as a result of being trafficked.

Prevention

The government made greater efforts to prevent trafficking throughout the reporting period. At the direction of President Lula, the Ministry of Justice's Secretariat was tasked in October 2006 with forming a national committee on trafficking represented by 14 ministries and producing by the end of August 2007 a comprehensive national plan of action against trafficking, including budgeted allocations for funding of anti-trafficking law enforcement efforts and victim protection. The National Secretariat for Justice, which coordinates the government's anti-trafficking efforts, continued to lead a governmental public-awareness campaign to deter international traffickers and increase awareness among potential victim populations. In conjunction with the UNODC, the Secretariat conducted a campaign which included radio ads and large posters stating "first they take your passport, then your freedom" in airports around the country. The second phase of the campaign, which included the creation of a separate database and police and prosecutor training, began in late 2006.

BULGARIA (Tier 2)

Bulgaria is a source, transit, and destination country for men and women trafficked from Moldova, Romania, Russia, Ukraine, and Armenia to Bulgaria and through Bulgaria to Spain, Austria, Germany, France, Italy, the Netherlands, Belgium, the Czech Republic, and Macedonia for the purposes of sexual exploitation. Men and women from Bulgaria are trafficked to Cyprus, Greece, and Turkey for purposes of sexual exploitation and forced labor. Roma children are trafficked within Bulgaria and to Austria, Italy, and other West European countries for purposes of forced begging and petty theft. Approximately 20 percent of identified trafficking victims in Bulgaria are children.



The Government of Bulgaria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bulgaria improved its victim assistance infrastructure by opening a government-run child trafficking shelter and continued to demonstrate increased law enforcement efforts. However, Bulgaria's National Anti-Trafficking Commission could not effectively monitor and improve national and local efforts due to inadequate staffing. Bulgaria should improve support for the Executive Secretary of the Commission and ensure implementation of the National Anti-Trafficking Strategy, which was adopted in February 2005. The government should focus serious and sustained efforts to develop its crime statistics database. Bulgaria should also take steps to reduce the domestic demand for commercial sexual exploitation.

Prosecution

The Bulgarian government significantly improved its anti-trafficking law enforcement efforts over the last year. Bulgaria prohibits trafficking for both sexual exploitation and forced labor through Section 159 of its criminal code. Penalties prescribed for trafficking under Section 159 range from 1 to 15 years' imprisonment, are sufficiently stringent, and are commensurate with punishments for other grave crimes, such as rape. In 2006, police conducted 202 sex trafficking and 6 labor traffick-

ing investigations, a significant increase from 134 sex trafficking and 7 labor trafficking investigations in 2005. In 2006, 129 persons were prosecuted, an increase from 63 in 2005. Convicted traffickers numbered 71, up from 34 convictions in 2005. During the reporting period, Bulgaria extradited 33 persons on trafficking charges at the request of other countries. There were reports of low-level law enforcement officials involved in trafficking; one police officer was convicted for trafficking in 2006.

Protection

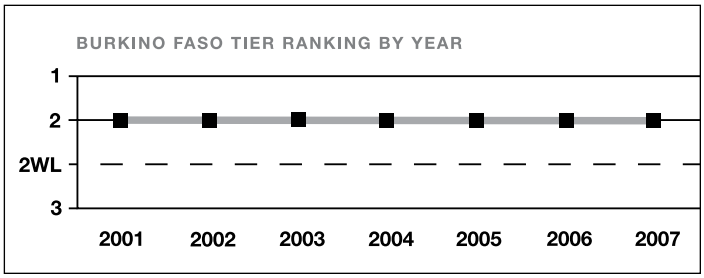
Bulgaria made adequate victim assistance and protection efforts during the reporting period. In September 2006, the government opened two crisis centers that provide rehabilitative, psychological, and medical assistance specifically tailored to address the needs of child trafficking victims; each shelter has capacity for 10 children. These centers assisted approximately 20 children from September 2006 through March 2007. The government referred repatriated Bulgarian trafficking victims and foreign victims trafficked to Bulgaria to NGOs for legal, medical, and psychological assistance. All victims in Bulgaria are eligible for free medical and psychological care provided through public hospitals and NGOs. In 2006, 11 victims gave testimony in support of trafficking prosecutions, but none was protected under the full witness protection program. Victims are encouraged to assist in trafficking investigations and prosecutions; victims who choose to cooperate with law enforcement investigators are provided with full residency and employment rights for the duration of the criminal proceedings. Foreign victims who choose not to cooperate in trafficking investigations are permitted to stay in Bulgaria for 1 month and 10 days before they are repatriated. Victims generally were not detained, fined, or otherwise penalized for unlawful acts committed as a result of their being trafficked.

Prevention

Bulgaria demonstrated diminished efforts to prevent trafficking during the reporting period. The government relied exclusively on NGOs and the international community to fund and execute public awareness campaigns about the dangers of trafficking. The National Border Police actively monitored airports and land border crossings for evidence of trafficking in persons.

BURKINA FASO (Tier 2)

Burkina Faso is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation, with most victims being children. Within the country, children are trafficked for domestic servitude, sexual exploitation, forced agricultural labor, and forced labor in gold mines and stone quarries. Burkinabe children are trafficked to other West African countries for the same purposes listed above, with the majority likely trafficked to Cote d'Ivoire, and others trafficked to Mali, Benin, Nigeria, and Togo. Children are also trafficked from these West African countries to Burkina Faso for the same purposes listed above. To a lesser extent, Burkinabe women are trafficked to Europe for sexual exploitation. Women may be trafficked to Burkina Faso from Nigeria, Togo, Benin, and Niger for domestic servitude, forced labor in restaurants, and sexual exploitation.



The Government of Burkina Faso does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To strengthen its response to trafficking, the government should draft and pass a law prohibiting trafficking of adults, impose more severe sentences on convicted traffickers, train border officials to identify traffickers and victims, and update and adopt its draft national action plan to combat trafficking.

Prosecution

The Government of Burkina Faso demonstrated steady law enforcement efforts to combat trafficking over the last year. Burkina Faso does not prohibit all forms of trafficking. Through its 2003 Law No. 038-2003 Concerning the Definition of Child Trafficking in Burkina Faso, it criminalizes all forms of child trafficking. The prescribed maximum penalty of 10 years' imprisonment for this offense is sufficient but not commensurate with the higher penalties for rape. In 2006, local vigilance committees, police, and other security forces arrested 31 suspected traffickers. Eleven traffickers were convicted, 15 prosecutions are still open, and five persons were released due to lack of evidence. Sentences imposed on convicted traffickers were inadequate, however, with three receiving 1 to 12 months' imprisonment, and eight receiving suspended sentences. In October and December 2006, the government trained law enforcement officials in several provinces about trafficking with financial help and cooperation from its NGO partners. However, the government has yet to provide border officials with such training.

Protection

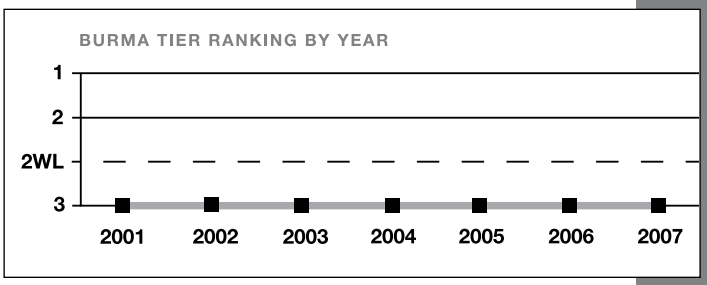
The Government of Burkina Faso continued to make progress in protecting trafficking victims during the past year. The government continued to operate a center in Ouagadougou for the rehabilitation and reintegration of at-risk children, including trafficking victims. With assistance from UNICEF, the government also continued to provide land grants and personnel to operate 21 trafficking victim transit centers. During the year, these centers assisted approximately 1,043 victims, who were rescued by police, security forces, or local vigilance committees. In 2006, Burkinabe officials cooperated with Malian authorities to intercept and repatriate 39 Burkinabe children trafficked to Mali and 22 Malian children trafficked to Burkina Faso. The government does not encourage victims to participate in trafficking investigations or prosecutions. The government contributes funds to help repatriate foreign victims to their countries of origin after a short stay in transit centers, but it does not provide legal alternatives to their removal to countries where they face hardship or retribution. Victims are not penalized for unlawful acts as a direct result of being trafficked.

Prevention

The Government of Burkina Faso made solid efforts to combat trafficking during the reporting period. Government-run media broadcast anti-trafficking and child labor radio and television programs and debates, often in collaboration with NGOs. Burkina Faso and the Dutch government jointly financed the film "Golden Ransom," which addresses child labor in gold mines, holding discussions after screenings throughout the country. The government's anti-trafficking committee, established in 2002, continued to meet quarterly. A national action plan to combat trafficking, drafted in 2004, was adopted by the Cabinet in April 2007.

BURMA (Tier 3)

Burma is a source country for women, children, and men trafficked for the purposes of forced labor and commercial sexual exploitation. Burmese women and children are trafficked to Thailand, the People's Republic of China (P.R.C.), Bangladesh, Malaysia, South Korea, and Macau for sexual exploitation, domestic servitude, and forced labor. Some Burmese migrating abroad for better economic opportunities wind up in situations of forced or bonded labor or forced prostitution. Burmese children are trafficked to Thailand as forced street hawkers and beggars, unlawfully used internally as child soldiers and trafficked to work in shops, agriculture, and small-scale industries. Reports indicate some trafficking of Bangladeshi persons to Malaysia and P.R.C. nationals to Thailand through Burma. Internal sex trafficking of women and girls occurs primarily from villages to urban centers and transportation and economic hubs, such as truck stops, fishing villages, border towns, and mining and military camps. The military junta's gross economic mismanagement, human rights abuses, and its policy of using forced labor are the top causal factors for Burma's significant trafficking problem. The official ban on overland emigration of most young women drives some seeking to leave the country into the hands of "travel facilitators," who may have ties with traffickers.



The Government of Burma does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Military and civilian officials are directly involved in trafficking for forced labor and the unlawful conscription of child soldiers. During 2006, the Burmese government did not take action against military or civilian officials who engaged in forced labor. Relations with the ILO, which are focused on addressing forced labor in Burma, improved in 2006 with the halt of death threats directed at the ILO Liaison Officer in Rangoon and government threats to withdraw from the organization. The ruling junta implemented a moratorium on prosecution of forced labor complainants and released two prisoners who were jailed for supporting forced labor complaints. The government acknowledged that forced labor is a problem, and began negotiations with ILO on a mechanism to address forced labor, but did not otherwise take actions to stop it. The government continued to deny UNICEF permission to make unannounced visits to military recruitment centers. Over the past year, the government took steps to combat trafficking for sexual exploitation by increasing law enforcement efforts at border crossings, raising the number of trafficking arrests, prosecutions, and convictions, and conducting training for law enforcement officers.

Prosecution

The Burmese government demonstrated progress to combat sex trafficking throughout the past year, but continued to take no law enforcement action against official or military-sanctioned forced labor. Burma criminally prohibits sex and labor trafficking through its 2005 Anti-Trafficking in Persons Law. Penalties for sex trafficking are commensurate with those for rape. The law prescribes penalties for trafficking that are sufficiently stringent. The lack of a functioning independent judiciary, however, results in military

trials lacking transparency, accountability, and due process. The ruling junta claims that its police identified over 400 traffickers in 191 cases in 2006, and information sharing with international organizations improved, but government statistics cannot be independently verified. Similarly, the regime reports that 65 trafficking offenders were convicted under the new law with offenders receiving sentences ranging from under five years to life imprisonment. Past data provided by the regime conflated smuggling and trafficking crimes. Recently, police units that have received anti-trafficking training have provided separate smuggling and trafficking statistics, while other officials do not differentiate. Authorities report having exposed a trafficking ring based in Ruili that reportedly sold over 90 women into the P.R.C. as forced brides, arrested 34 suspects, and rescued 17 victims. In January 2007, police reportedly arrested an additional 47 suspected traffickers. Although pervasive corruption is present along the borders, there were no reports of actions taken against officials complicit in profiting from or involved in trafficking.

Protection

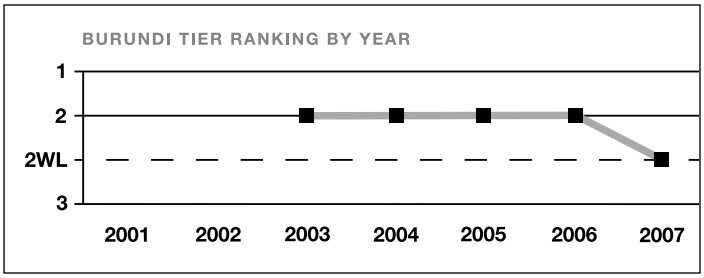
The Burmese government requires a 30-day program of "rehabilitation" for most victims of external trafficking. It provides much more limited assistance to female victims of internal sex trafficking, forced child labor, or male victims of forced labor. The Department of Social Welfare provides temporary shelter to repatriated trafficking victims at eight vocational training centers. In 2006, over 80 victims spent time in these shelters. The government encourages internationally trafficked victims to assist in investigations. Victims have a right to file civil suits and seek legal action against the traffickers, though no such civil suits have been documented. Victims are penalized through the aforementioned "rehabilitation" program that does not respect victims' privacy and does not allow them to choose their future actions upon removal from a trafficking situation. The government has no formal procedures to identify victims of trafficking among the many Burmese who are deported from neighboring countries. The government refers victims to the few NGOs and international organizations providing reintegration assistance.

Prevention

The Burmese government marginally increased its efforts to prevent international trafficking in persons. The Women's Affairs Federation and National Committee for Women's Affairs conducted almost 8,000 educational sessions for women around the country that included information about the risks of trafficking. The government also distributed pamphlets and newsletters by an international organization, published press articles, and aired television and radio plays on trafficking. The Central Police Training Institute includes trafficking in its curriculum for incoming cadets and in-service police training.

BURUNDI (Tier 2 Watch List)

Burundi is a source country for children trafficked within the country for the purposes of child soldiering, domestic servitude, and commercial sexual exploitation. The country continues to emerge from civil war in which government and rebel forces unlawfully used approximately 7,000 children in a variety of capacities, including as cooks, porters, spies, sex slaves, and combatants. The one rebel faction that remained outside the peace process until signing a cease-fire in September 2006, the PALIPEHUTU-FNL (Party for the Liberation of the Hutu People-National Liberation Force—also known as the FNL), continued to recruit and use hundreds of young children as fighters, manual laborers, and logistical support. There are infrequent reports that some government soldiers unlawfully force children to perform menial tasks. Burundian children are trafficked internally for domestic servitude and commercial sexual exploitation; there were reports of destitute parents selling their daughters into domestic servitude or encouraging them to enter prostitution.



The Government of Burundi does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Burundi is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year, as well as complicity in trafficking in persons through its military's continued practice of forcing children into servitude, performing work in support of the armed forces. To improve its anti-trafficking efforts, the government should investigate the nature of child commercial sexual exploitation and domestic servitude within the country and take steps to remove affected children from these situations. Government forces should immediately cease the unlawful practice of using children to perform menial tasks or act as informants and release detained children suspected of association with the FNL.

Prosecution

The government failed to undertake any discernable anti-trafficking law enforcement efforts during the

year. Burundi's laws do not prohibit trafficking in persons, but its criminal code prohibits forced labor, kidnapping, brothel keeping, and pimping. There were no investigations, prosecutions, or convictions under these statutes during the reporting period. In late 2006, a committee comprised of the Second Vice President of the National Assembly, the Minister of Justice's Director of Legislation, NGOs, and civil society completed a preliminary draft of a code outlawing crimes against humanity; the draft was introduced and debated in the National Assembly in November 2006. The proposed statutes contain mandatory sentences of five to 10 years' imprisonment for human trafficking, including such offenses as sexual slavery and forced prostitution. This new legislation will also allow any act of trafficking during times of future conflict or unrest to be considered a war crime. Although official policy prohibits such practices, soldiers reportedly forced children to carry wood and water; police stated that, in at least one case, the soldiers involved faced disciplinary action. The Ministry of Defense confirmed that soldiers with such disciplinary problems would be the first to leave the military during downsizing; however, there are no known cases of such soldiers being encouraged to leave or decommissioned.

Protection

The government does not have a formalized system for identifying victims of trafficking or referring them to organizations that provide protective services. It did not encourage victims to participate in investigations or prosecutions of trafficking offenders; nor did it ensure that victims were not penalized for unlawful acts committed as a direct result of being trafficked. In mid-April, the government reopened the Randa "Welcome Center," a demobilization camp in Bubanza Province, to house captured or surrendered FNL combatants until the completion of peace negotiations. Without a peace agreement between the government and the rebel group, FNL child combatants could not be demobilized or receive the benefits package afforded to the country's other former child soldiers. By August, the camp housed more than 450 detainees, of which 26 were children; a number of these child victims needed, but did not receive, medical and psychosocial care. Detained children were not separated from adult combatants, placed in school, or provided with constructive activities. During the year, the government also detained more than 100 minors, who were under suspicion of association with the FNL, in prisons and police holding cells across the country; some of them were used by the police and military as informants, thus further jeopardizing their security and prospects for successful reintegration. Twenty-two of these minors remained in detention as of March 2007.

In August, the Ministry of Defense's National Disarmament, Demobilization, and Reintegration (DDR) Commission assumed responsibility for child soldier demobilization from the National Structure for Child Soldiers; the commission turned over day-to-day care of demobilized children to four local NGOs. In November, the commission transferred the 26 children at Randa camp to the government's demobilization center in Gitega, where NGOs provided counseling and family tracing. Though the September 2006 cease-fire agreement between the government and the PALIPEHUTU-FNL requires the rebel group to document the number and location of child soldiers within their ranks, hundreds of children remain with the FNL awaiting identification and demobilization. The government did not provide protective services to any other categories of trafficking victims during the reporting period.

Prevention

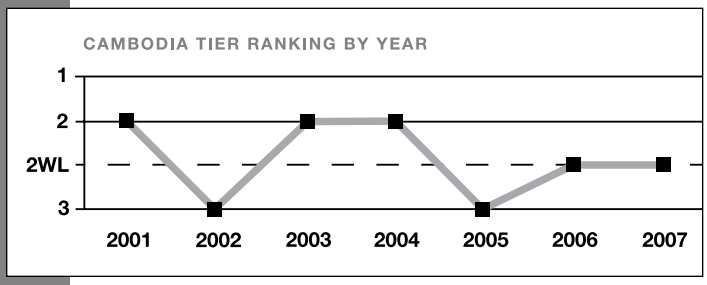
The government did not initiate a vigorous public awareness campaign. Nevertheless, in 2006, the Ministry of National Solidarity and Human Rights, in conjunction with the National DDR Commission, began sponsoring weekly radio spots in the major cites and provinces to better educate the population about the perils, consequences, and inhumanity surrounding the recruitment, participation, and forced labor of child soldiers, as well as to dispel the negative stigmas families impose on former child soldiers. Burundi has not ratified the 2000 UN TIP Protocol.

CAMBODIA (Tier 2 Watch List)

Cambodia is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Cambodian women and children are trafficked to Thailand and Malaysia for sexual exploitation and forced labor in factories or as domestic servants, while Cambodian men are trafficked for forced labor in the agriculture, fishing, and construction sectors in these countries. Cambodian children are trafficked to Vietnam and Thailand for forced begging. Cambodia is a transit and destination country for the trafficking of Vietnamese and Chinese women and children for sexual exploitation. Sex trafficking of women and children occurs within Cambodia's borders, from rural areas to cities such as Phnom Penh, Siem Reap, and Sihanoukville.

The Government of Cambodia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Cambodia is placed on Tier 2 Watch List for the second consecutive year because it failed to show evidence of increasing efforts to combat trafficking in persons, particularly in addressing reports of public officials' complicity in trafficking. Although senior level government officials are committed to anti-trafficking efforts, there are reports that public officials' complicity in trafficking limited the government's

success in combating trafficking. The government also failed to pass a much-needed comprehensive anti-trafficking law that has been in the drafting process for the past seven years. Cambodia should pass and enact comprehensive anti-trafficking legislation and make greater efforts to prosecute and convict public officials who profit from or are involved in trafficking.



Prosecution

The Cambodian government demonstrated minimal progress in its anti-trafficking law enforcement efforts. Cambodia prohibits most, but not all forms of trafficking through its 1996 Law on the Suppression of the Kidnapping, Trafficking and Exploitation of Humans, and its 1997 Labor Law which covers debt bondage, slavery, and forced child labor. Penalties for trafficking for commercial sexual exploitation are commensurate with those for rape. The laws prescribe penalties for trafficking that are sufficiently stringent. Cambodia's police investigated 49 cases of human trafficking involving 65 perpetrators, of which 10 convictions were handed down over the past year, with penalties ranging from 1 to 18 years' imprisonment. In 2006, 37 cases were tried in the Phnom Penh Municipal Court, resulting in the conviction of 53 perpetrators, with penalties ranging from 5 to 24 years' imprisonment. An anti-trafficking NGO reported the arrests of 21 suspected traffickers and convictions of 28 traffickers in 2006, with penalties ranging between 1 and 19 years' imprisonment, and civil compensation to the victims of between 3 million and 10 million riels ($750-2,500). It is possible that some of these statistics overlap as there is no consolidated data collection in Cambodia. During the year, the government prosecuted several police officials for trafficking-related corruption charges. The former Deputy Director of the Police Anti-Human Trafficking and Juvenile Protection Department was convicted for complicity in trafficking and sentenced to five years' imprisonment; two officials under his supervision were also convicted and sentenced to seven years' imprisonment. Police arrested two military officers and one member of the military police for running brothels and trafficking; one was sentenced to a five-year suspended sentence and fined five million riels ($1,250). In late 2006, an Appeals Court released the owner and manager, of a notorious brothel known for trafficking of young girls and women. The brothel re-opened under a new name and in early 2007, police conducted a raid and re-arrested the owner, manager and two others. The Prime Minister urged the Supreme Council of the Magistrate to investigate the Appeals Court decision. Svay Pak, a notorious brothel area in Phnom Penh that had been shut down in 2005 by police anti-trafficking operations, began operating again in early 2007.

Child Sex Tourism

In 2006, 13 foreign child sex tourists were arrested by Cambodian police and three were prosecuted to conviction, with sentences ranging from 1 to 18 years' imprisonment. One American citizen charged with pedophilia was released on bail in Sihanoukville under questionable circumstances. Cambodia continued to assist U.S. law enforcement authorities in the transfer to U.S. custody of Americans who have sexually exploited children in Cambodia. During the past year, Cambodia coordinated the deportation of one American national who was accused of child sex tourism for prosecution in the United States under the extraterritorial provisions of the U.S. Government's PROTECT Act. Additionally, Cambodia assisted in the deportation of two other American nationals with outstanding U.S. charges for child sexual exploitation and child pornography.

Protection

The Government of Cambodia continued to provide limited assistance to victims, while relying on NGOs and international organizations for the bulk of victim protective services. The Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY) operates two temporary shelters and collaborates with NGOs to assist initial reintegration of victims. Victims are encouraged by police to provide testimony, but credible fears of retaliation from traffickers continue to prevent many victims or witnesses from collaborating with law enforcement. Victims may file civil suits and pursue legal action against traffickers. The rights of victims are respected and they are not detained, jailed, fined, or deported. Law enforcement and immigration officials implement formal procedures to identify victims among vulnerable groups, such as girls in prostitution, and to refer them to provincial and municipal Departments of Social Affairs, where they are interviewed and referred to short- or long-term NGO shelters depending on their needs. In 2006, 252 Cambodian victims who had been trafficked to Thailand were repatriated by the Thai government in coordination with MOSAVY and Cambodian NGOs. The Ministry of Tourism provided workshops to hospitality industry owners and staff on how to identify and intervene in cases of trafficking or sexual exploitation of children.

Prevention

The Cambodian government demonstrated modest efforts to prevent trafficking. The Ministry of Interior's Anti-Trafficking Police Unit conducted education campaigns targeting school children about the risks of trafficking and their rights. During 2006, the police campaign reached approximately 20,000 students in Siem Reap and 3,000 students in Phnom Penh. Working with NGOs and international organizations, the government implemented a national public awareness campaign through posters, television, radio, and use of traditional Cambodian theater. Cambodia has not ratified the 2000 UN TIP Protocol.

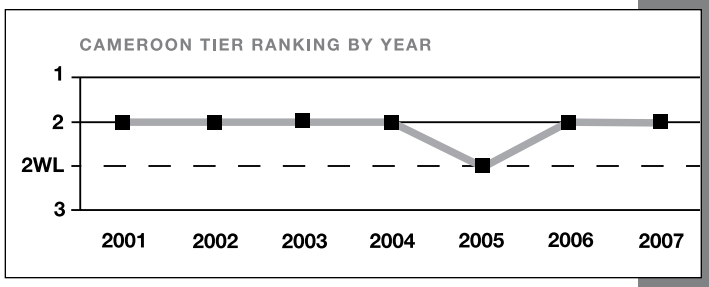
CAMEROON (Tier 2)

Cameroon is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and commercial sexual exploitation. Most victims are children trafficked within the country, with girls trafficked for domestic servitude, to work as nannies, or for sexual exploitation. Both boys and girls are trafficked within Cameroon for forced labor in sweatshops, bars, restaurants, and on tea plantations. Children are trafficked to Cameroon from Nigeria, Chad, the Central African Republic, Congo, Benin, and Niger for forced labor in agriculture, street vending and spare-parts shops. Cameroonian children are trafficked to Gabon and Equatorial Guinea for domestic servitude, and forced market and agricultural labor. Cameroon is a transit country for children trafficked between Gabon and Nigeria, and from Nigeria to Saudi Arabia. Cameroonian women are sent by sex trafficking rings to Europe, primarily France, Germany, and Switzerland. There are also reports that a religious leader in Cameroon's Northern Province holds slaves within his locked compound.

The Government of Cameroon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To strengthen its response to trafficking, the government should pass its draft law prohibiting trafficking of adults, increase its law enforcement efforts and develop a system for collecting trafficking crime data, investigate reports of slavery, strengthen efforts to rescue and care for victims, increase trafficking awareness-raising initiatives, and adopt its draft national action plan to combat trafficking.

Prosecution

The Government of Cameroon made weak law enforcement efforts to combat trafficking during the last year. Cameroon does not prohibit all forms of trafficking, though it criminalizes child trafficking and slavery through its 2005 anti-child trafficking law, which prescribes a penalty of 20 years' imprisonment — a punishment sufficiently stringent and more severe than that for rape. The government continued to draft a law prohibiting trafficking of adult women. In November 2006, police arrested nine individuals for trafficking 16 Nigerian children from Nigeria through Cameroon en route to Saudi Arabia. According to NGOs, the government may have prosecuted or convicted traffickers during the year; however, it did not report this due to its lack of a crime data collection system. Eight traffickers whose cases have been pending since 2005 are still awaiting trial. The government does not provide trafficking training to law enforcement officials.



Protection

The Government of Cameroon demonstrated minimal efforts to protect trafficking victims over the last year. The government continued operating temporary shelters in all 10 provincial capitals of the country. These shelters provided care to victims while officials located their families. The government also continued to refer victims to NGOs and private orphanages for assistance. In 2006, the government began recruiting 60 social workers it plans to train by 2008 to work in its trafficking victim centers. In November 2006, police rescued 16 Nigerian children being trafficked through Cameroon to Saudi Arabia, referred them to a Cameroonian NGO, and are conducting investigations to locate the children's families in Nigeria. The government does not encourage victims, most of whom are children, to participate in investigations or prosecutions. Cameroon provides short term residency, a limited legal alternative to the removal of foreign victims to countries where they face hardship or retribution. Victims are not penalized for unlawful acts committed as a direct result of being trafficked.

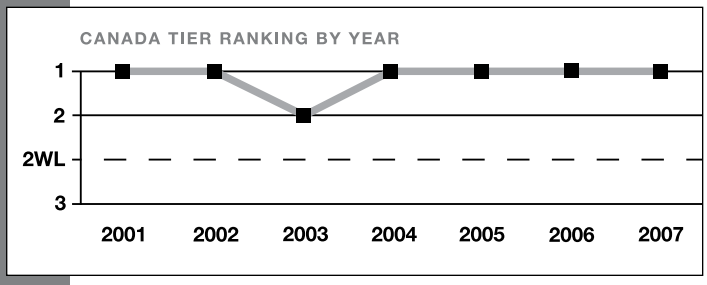
Prevention

The Government of Cameroon made insufficient efforts to raise awareness about trafficking during the reporting period. With NGOs and the ILO, the government in June 2006 jointly organized a conference, concert and exhibit commemorating the World Day Against Child Labor. In September 2006, the Ministry of Social Affairs launched a radio campaign on 18 stations throughout the country to educate the public about the dangers of child labor exploitation.

CANADA (Tier 1)

Canada is principally a transit and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Women and children are trafficked mostly from Asia and Eastern Europe for sexual exploitation, but victims from Latin America, the Caribbean, Africa, and the Middle East also have been identified in Canada. Many trafficking victims are from Asian countries such as South Korea, Thailand, Cambodia, Malaysia, and Vietnam, but some victims are trafficked from Romania, Hungary, and Russia. Asian victims are trafficked more frequently to Vancouver and Western Canada, while Eastern European and Latin American victims are more often trafficked to Toronto and Eastern Canada. A significant number of victims, particularly South Korean females, transit Canada before being trafficked into the United States. Some Canadian girls and women are trafficked internally for commercial sexual exploitation.

The Government of Canada fully complies with the minimum standards for the elimination of trafficking. Over the last year, Canada strengthened victim protections by providing foreign trafficking victims with temporary residency status and immediate access to health benefits and services. In the coming year, the government should intensify efforts to make effective use of its recently-enacted anti-trafficking laws to increase investigations and prosecutions of suspected traffickers. The government also may wish to direct more anti-trafficking training to local law enforcement personnel, who are more likely to come in contact with trafficking victims.



Prosecution

The Government of Canada sustained law-enforcement efforts against human traffickers during the reporting year. Canada prohibits all forms of human trafficking through Law C-49, which was enacted in late 2005, and which prescribes a maximum penalty of 14 years' imprisonment, a penalty that is sufficiently stringent and commensurate with those for other grave crimes. Transnational human trafficking is specifically prohibited by Section 118 of Canada's Immigration and Refugee Protection Act (IRPA), which carries a maximum penalty of life imprisonment and a $1 million fine. Law C-49 also prohibits a defendant from receiving a financial or material benefit from trafficking; this offense is punishable by up to 10 years in prison. Withholding or destroying a victim's identification or travel documents to facilitate human trafficking is punishable by up to five years in prison. Canada also prohibits child sex tourism through a law with extraterritorial application. During the reporting period, the government opened 10 trafficking investigations under the IRPA and Law C-49, reflecting a decrease overall from 2005. The government in 2006 secured five trafficking-related convictions, resulting in sentences of up to eight years in prison. Nine trafficking prosecutions are ongoing. Most trafficking cases are prosecuted on the provincial level.

In November 2006, the Royal Canadian Mounted Police (RCMP) organized anti-trafficking training in Eastern Canada for law enforcement, victim service providers, and NGOs. The RCMP also has developed anti-trafficking videos, pamphlets, and posters, which are distributed widely. Canada works closely with foreign governments, particularly the United States and Mexico, on international trafficking cases. There have been no reports of official complicity with human trafficking.

Protection

The government expanded protections for trafficking victims during the reporting period. In May 2006, Canada authorized issuance of renewable temporary residency permits for foreign trafficking victims, in addition to guaranteed access to essential and emergency medical care, dental care, and trauma counseling. Trafficking victims are not required to testify against their traffickers to maintain their temporary immigration status. Victims' rights are generally respected, and victims are not penalized for crimes committed as a direct result of being trafficked. The government encourages victims to assist in the investigation or prosecution of their traffickers. Canadian law provides for formal victim assistance in court and other services, and victims may submit a victim impact statement for the court to consider when sentencing an offender. Canada has a witness protection program, although no trafficking victims have utilized this service yet. Canadian officials, especially border agents, pro-actively screen for trafficking victims among vulnerable populations, such as persons detained for immigration violations.

In general, victim support services are administered on the provincial or territorial level. While each province or territory provides services for crime victims, including trafficking victims, they do not all follow the same model, sometimes leading to uneven services across the country. However, most jurisdictions provide access to shelter services, short-term counseling, court assistance, and specialized services, such as child victim witness assistance and rape counseling. Canada funds NGOs through a Victim's Fund, which makes monies available

to fill gaps in victim services. In 2006, the government provided $5 million to support this initiative. Canada also supports a number of domestic and international programs for trafficking victims. Law-enforcement and social service officials receive specialized training to identify trafficking victims and attend to their needs. Consular officials at Canadian embassies, especially in source and transit countries, receive training on protections and assistance to potential trafficking victims.

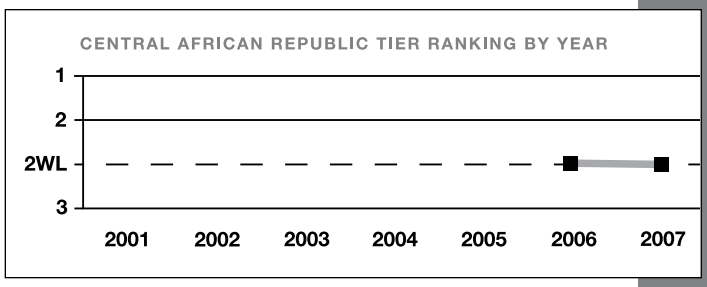
Prevention

The government increased anti-trafficking prevention efforts during the reporting period. Canada coordinates anti-trafficking policies through its Interdepartmental Working Group and the Human Trafficking National Coordination Center, which received increased staffing and resources in 2006. The government continued awareness-raising campaigns, such as supporting an anti-trafficking Web site and distributing posters and materials, including anti-trafficking pamphlets printed in 14 languages. High-level government officials, including Canadian ambassadors posted abroad, condemned human trafficking in public speeches. Canada annually funds anti-trafficking programs domestically and around the world, and contributes funds to international organizations such as UNODC. Canada hosts and participates in international anti-trafficking conferences, sharing "best practices" and other information.

During the reporting period, Canada took steps to distribute anti-trafficking information to recipients of "exotic dancer" visas — which have been used to facilitate trafficking in the past — to inform them of their rights, and to prevent potential abuses. Visa officers are trained to detect fraud or abuse, and adult entertainment establishments that wish to employ foreign workers as "exotic dancers" are required to follow certain regulatory mandates. In addressing the demand for sexual exploitation, Ontario courts reported sending defendants convicted for soliciting prostitution to a Toronto "John School," to educate them on the exploitation of prostitution.

CENTRAL AFRICAN REPUBLIC (Tier 2 Watch List)

The Central African Republic (C.A.R.) is a source, transit and destination country for children trafficked for the purposes of forced labor and sexual exploitation. While the majority of child victims are trafficked internally, some are also trafficked to and from Cameroon, Nigeria, and the Democratic Republic of the Congo. Children may also be trafficked from Rwanda to the C.A.R. Children are trafficked for sexual exploitation, domestic servitude, forced labor in diamond mines, shops and other forced commercial labor activities, such as ambulant vending. Awareness of trafficking in the C.A.R. is underdeveloped. No comprehensive trafficking studies have been conducted and little concrete data exists. A 2005 UNICEF study on child sexual exploitation, however, found over 40 sex trafficking cases in Bangui and four provinces. Indigenous pygmies may also be subjected to forced labor or labor in slave-like conditions within the C.A.R.



The Government of the C.A.R. does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The C.A.R. is placed on Tier 2 Watch List for a second consecutive year for its failure to show evidence of increasing efforts to combat trafficking in persons over the previous year. To strengthen its response to trafficking, the C.A.R. should pass its draft law prohibiting all forms of trafficking, investigate whether its significant population of street and other destitute children are victims of trafficking, liaise with NGOs to provide specific assistance to trafficking victims, and educate law enforcement officials and the public about trafficking.

Prosecution

The Government of the Central African Republic made some efforts to combat trafficking through law enforcement during the reporting period. The country's laws do not prohibit any form of trafficking in persons. The government failed to report any trafficking arrests, prosecutions or convictions. The government in mid-2006 drafted a law prohibiting all forms of trafficking, and the Ministry of Justice hosted a series of technical committee meetings to make final comments on the legislation. In August 2006, the Central African Republic entered into a bilateral agreement with Cameroon to combat transnational crime, including trafficking. The government does not provide any specialized training to law enforcement officials about trafficking.

Protection

The C.A.R. government demonstrated modest efforts to protect trafficking victims during the reporting period. Because awareness of trafficking in the C.A.R. began only recently, neither the government nor NGOs operate shelters providing specific care to trafficking victims. However, the government has a shelter for orphans and destitute children, some of whom may be trafficking victims. In addi-

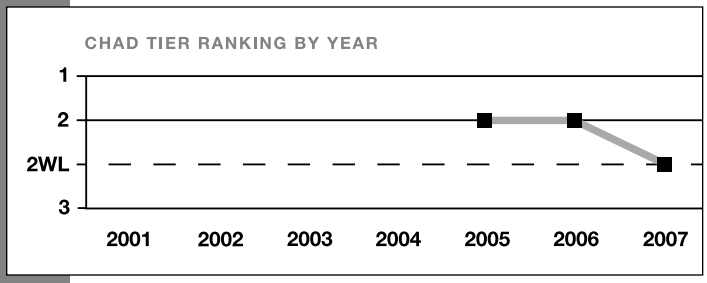
tion, the government also refers destitute children to NGOs for care. The Minister of Social Affairs has begun to organize an NGO network to improve government and civil society cooperation in providing care to children in distress, including trafficking victims. The government does not encourage victims to assist in trafficking investigations and prosecutions. The government does not provide legal alternatives to the removal of victims to countries where they would face hardship or retribution. The government does not arrest or detain victims.

Prevention

The Government of the C.A.R. took some steps to prevent trafficking during the reporting period. The government created an inter-ministerial committee to combat child trafficking, composed of nine ministry representatives. The Ministry of Social Affairs worked with UNICEF to develop a National Action Plan to prevent child sexual abuse, including child sex trafficking. The Inter-Ministerial Committee adopted this plan in September 2006. The government is planning a trafficking awareness event in 2007 on African Children's Day.

CHAD (Tier 2 Watch List)

Chad is a source, transit, and destination country for children trafficked for the purposes of forced labor and sexual exploitation. The majority of children are trafficked within Chad for involuntary domestic servitude, herding, forced begging, or sexual exploitation. Chadian children are also trafficked to Cameroon, the Central African Republic, and Nigeria for cattle herding. Minors may also be trafficked from Cameroon and the Central African Republic to Chad's oil producing regions for sexual exploitation. Reports indicate that Chadian rebels and the Chadian National Army unlawfully recruit minors into the armed forces. UNHCR reported that Sudanese rebels recruit Sudanese minors into armed forces from refugee camps in Chad.



The Government of Chad does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. Chad is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to eliminate trafficking over the past year. To strengthen its response to trafficking, Chad should pass its draft law prohibiting child trafficking, closely monitor its armed forces to ensure minors are not unlawfully recruited, enforce trafficking-related laws to arrest and prosecute traffickers, liaise with NGOs and international organizations to care for victims, and increase efforts to raise awareness about trafficking.

Prosecution

The Government of Chad made minimal efforts to combat trafficking through law enforcement during the reporting period. Chadian law does not prohibit trafficking in persons. A draft 2004 law against child trafficking has yet to be passed. A 2005 Ministry of Justice-sponsored executive decree to harmonize Chadian law with international standards against child labor exploitation has yet to be submitted to the Council of Ministers for approval. The government did not provide data on trafficking prosecutions or convictions during the year. The government arrested traffickers of a 16-year-old child, but failed to prosecute them due to lack of child-specific provisions in the penal code. A local NGO reported that after much urging from civil society, police arrested a child sex trafficker under kidnapping laws, placing him in jail from May to July, 2006, but he escaped before the government could take further legal action. Police arrested another suspected child sex trafficker in August 2006 under kidnapping laws, but released the suspect without taking further legal action. NGOs report that local officials use intermediaries to recruit child cattle herders. While the government has conducted some investigations, no officials have been penalized for involvement in trafficking children for herding.

Protection

The government demonstrated weak efforts to protect trafficking victims during the reporting period. In August, Chadian officials rescued a 16-year-old victim who was reunited with her parents and helped return a trafficked child rescued by Nigerian authorities to his home village. Police also rescued two victims of sex trafficking in February 2007. The government lacks shelters specifically for trafficking victims, but operates a shelter that provides some care to male street children, some of whom may be trafficking victims. Government authorities have not established strong ties with NGOs to provide care for victims. Authorities do not regularly conduct investigations of trafficking cases to identify and rescue victims. Despite requests to do so by international organization officials, Chadian authorities have failed to take measures to protect Sudanese children in refugee camps in Chad from being recruited by Sudanese rebels for armed conflict. The government does not encourage victims to assist in trafficking investigations or prosecutions. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. Victims are not inappropriately incar-

cerated, fined or otherwise penalized for unlawful acts as a direct result of being trafficked.

Prevention

The Government of Chad continued modest efforts to raise awareness about trafficking during the reporting period. The government, in collaboration with UNICEF and other partners, staged two public awareness-raising rallies on the exploitation of children as herders and domestics workers in Metekaga and Nderguigui; 6,000 people were present. Government-controlled television aired anti-trafficking documentaries and government radio broadcast programs for parents about how to protect children from traffickers. The government denied reports that the Chadian National Army recruits minors. However, it agreed to cooperate with UNICEF to conduct a survey on child soldiers in Chad in 2007. Chad has not ratified the 2000 UN TIP Protocol.

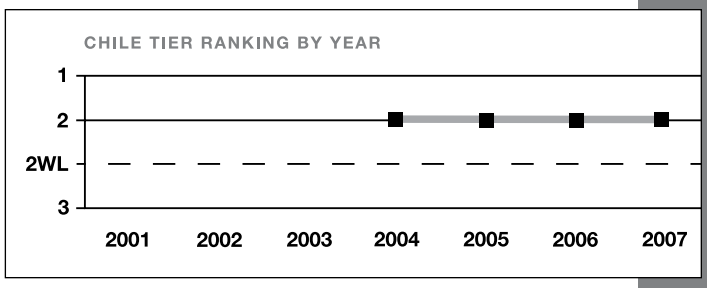
CHILE (Tier 2)

Chile is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Most victims of sex trafficking are Chilean women and girls who are trafficked within the country. Chileans are trafficked to neighboring countries, the United States, Spain, and Japan for sexual and labor exploitation. Foreign victims are brought to Chile for commercial sexual exploitation and forced labor from Peru, Argentina, Colombia, Bolivia, and China. Chinese nationals transit Chile en route to Mexico, the United States, and Canada.

The Government of Chile does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made solid efforts to raise public awareness about the dangers of human trafficking, to coordinate government efforts to combat trafficking, and to support NGO victim-assistance programs. In the coming year, the government should enact comprehensive anti-trafficking legislation to criminalize all forms of trafficking and increase training for judges, police, and key criminal-justice personnel.

Prosecution

The Government of Chile continued to improve its law enforcement efforts against traffickers. Chile does not prohibit all forms of trafficking, though it criminalizes transnational trafficking for sexual exploitation through Article 367 of its penal code. Penalties under this statute range from three to 20 years' imprisonment, depending on whether aggravated circumstances exist. Such penalties are sufficiently stringent and commensurate with penalties for rape and other grave crimes. However,



the government does not prohibit labor trafficking and some forms of internal trafficking. A draft anti-trafficking law is now pending before Chile's Chamber of Deputies; it should be passed so that all forms of trafficking are clearly prohibited and punished. During the reporting period, the government opened 13 trafficking investigations, completed two prosecutions, and obtained one conviction, which resulted in a six-year sentence. The government also opened 94 investigations into the promotion and facilitation of child prostitution, obtaining nine convictions. Chilean authorities reported difficulties, however, in obtaining convictions in trafficking cases where witnesses had not been physically victimized or injured. Chilean police engaged in covert anti-trafficking operations and stings and incorporated trafficking into police training programs in 2006. The government works closely with neighboring governments and the United States on international trafficking cases. No government officials were investigated or prosecuted for complicity with trafficking during the reporting period.

Protection

The Chilean government made solid efforts to assist trafficking victims during the reporting period. The government systematically identifies and refers trafficking victims to NGOs and shelters, where they receive psychological counseling and support. The government also funds victim-assistance programs and projects. Chilean authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were no reports that victims were punished for unlawful acts committed as a direct result of being trafficked. Trafficking victims may remain in Chile during legal proceedings against their traffickers, and may apply for legal residency. The government works with foreign governments to facilitate the safe return of Chilean victims trafficked abroad.

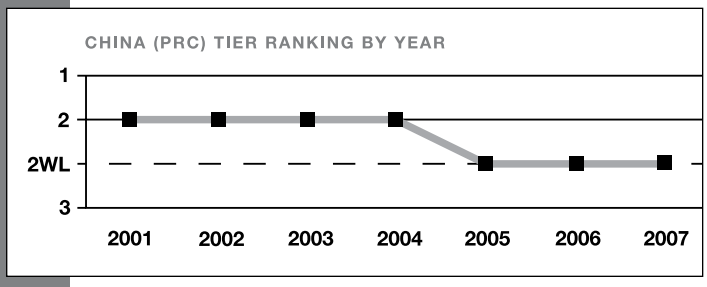
Prevention

The government continued prevention efforts during the reporting period. The government conducted regular education and outreach campaigns, which were geared to prevent the sexual exploitation of minors. The government also continued to conduct joint public awareness-raising projects with NGOs and international organizations, and it funded anti-trafficking training programs and projects.

CHINA (Tier 2 Watch List)

The People's Republic of China (P.R.C.) is a source, transit, and destination country for men and women trafficked for the purposes of sexual exploitation and forced labor. Children are trafficked for commercial sexual exploitation. The majority of trafficking in P.R.C. is internal, but there is also considerable international trafficking of P.R.C. citizens to Africa, Asia, Europe, Latin America, the Middle East, and North America, which often occurs within a larger flow of human smuggling. Women are lured through false promises of legitimate employment only to be forced into commercial sexual exploitation largely in Taiwan, Thailand, Malaysia, and Japan. There also are cases involving P.R.C. men and women smuggled into destination countries throughout the world at an enormous personal financial cost and then forced into commercial sexual exploitation or exploitative labor in order to repay debts to traffickers. Women and children are trafficked into China from Mongolia, Burma, North Korea, Russia, and Vietnam for forced labor, marriage, and prostitution. Most North Koreans seeking to leave North Korea enter northeastern China voluntarily, but some of these individuals, after they enter P.R.C. in a vulnerable, undocumented status, are then sold into prostitution, marriage, or forced labor.

Domestic trafficking remains the most significant problem in China, with an estimated minimum of 10,000 to 20,000 victims trafficked internally each year. International organizations report that 90 percent are women and children, trafficked primarily from Anhui, Henan, Hunan, Sichuan, Yunnan, and Guizhou Provinces to prosperous provinces along P.R.C.'s east coast for sexual exploitation. While it is difficult to determine if P.R.C.'s male-female birth ratio imbalance, with more males than females, is currently affecting trafficking of women for brides, some experts believe that it has already or may become a contributing factor.



The Government of P.R.C. does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. China is placed on Tier 2 Watch List for the third consecutive year for its failure to show evidence of increasing efforts to improve comprehensive victim protection services and address trafficking for involuntary servitude. China made improvements in some areas, such as by sustaining efforts to enforce its laws against trafficking and showing some improvements in victim care in key geographic locations by building shelters to provide trafficking victims with short-term care. It failed, however, to improve comprehensive victim assistance in a number of locations and continued to treat North Korean victims of trafficking as economic migrants, routinely deporting them back to horrendous conditions in North Korea. China improved its cross-border anti-trafficking cooperation with Vietnam and at times cooperated with the United States law enforcement agencies on select human smuggling cases. The two sides established a working group on human smuggling under the framework of the U.S.-China Joint Liaison Group on law enforcement cooperation. China's efforts to combat trafficking for forced labor remained inadequate. China should take significant measures to improve in these areas; revise its anti-trafficking provisions to align with its international obligations, including prohibiting the commercial sexual exploitation of children under age 18 and all forms of forced labor; and proceed with its plans to finalize and adopt the National Action Plan.

Prosecution

China sustained its record of criminal law enforcement against traffickers over the reporting period, though government data is difficult to verify and appears to conflate trafficking with human smuggling and illegal adoptions. P.R.C. law criminalizes forced prostitution, abduction, and the commercial sexual exploitation of girls under 14 through its criminal code. Prescribed penalties under these provisions, including life imprisonment and the death penalty, are sufficiently stringent to deter and commensurate with those prescribed for grave crimes. China does not prohibit commercial sexual exploitation involving coercion or fraud, nor does it prohibit all forms of trafficking, such as debt bondage. While Article 244 of its criminal code bans forced labor by employers, the prescribed penalties of up to three years' imprisonment and/or a fine under this law are not sufficiently stringent, though serious cases can draw harsher penalties. During the reporting period, China reported investigating 3,371 cases of trafficking of women and children. These figures, however, may include cases of child abduction for adoption, which is not considered a trafficking offense for Report evaluation purposes, or human smuggling. Throughout the country, provincial governments rescued 371 victims and arrested 415 suspected traffickers. Between June and September 2006, China improved cooperation with Vietnamese authorities, jointly disrupting 13 trafficking networks and rescuing 193 victims. The government reportedly launched similar operations with Thailand and Burma in late 2006. China did not

provide data for its overall conviction record; at least six traffickers were convicted and sentenced to life imprisonment in December 2006 in Anhui Province.

Involuntary servitude of Chinese nationals within China and abroad persisted, though the extent of the problem is undocumented. The government did not report any investigations, arrests, or prosecutions for this offense. According to reports in China's official media, in at least four cases, China imposed prison sentences and fines against employers who restricted the freedom of migrant workers. Over the reporting period, the Ministry of Labor increased its force of full- and part-time labor inspectors to strengthen efforts to address coercive work practices. Although the Chinese Government has cracked down on general corruption, it did not demonstrate concerted efforts to investigate and punish government officials specifically for complicity in trafficking.

Protection

China made modest progress during the reporting period to protect victims of trafficking, focusing particular attention to its vulnerable southern border provinces. The Ministry of Public Security (MPS) reported opening two Border Liaison Offices (BLO) along the border with Burma and Vietnam in the fall of 2006. The BLOs provide short-term shelter and can provide medical care. With assistance from the All-China Women's Federation (ACWF), a government-funded and directed nationwide social organization, victims are then assisted with repatriation. MPS officers in these BLOs have reportedly received training to help them better identify trafficking victims. Additionally, the ACWF reports to have opened shelters in Guangxi, Jiangsu, Yunnan, and Sichuan Provinces. Provincial authorities in Guangxi also established a Border Trafficking Aid Center in February 2006 that provides shelter, medical care, and short-term rehabilitation for up to 30 victims. The Women's Federation and NGOs have set up national and regional hotlines that can help women obtain legal advice and assistance.

Protection services remain temporary and inadequate to address victims' needs; for example, in Yunnan Province, victims of commercial sexual exploitation are not offered psychological assistance and are generally sent home after a few days. The government relies on organizations such as Save the Children to safely repatriate victims. China has taken steps to improve intra-governmental coordination and cooperation with organizations outside of government in the most vulnerable provinces.

China has taken some steps to better identify and protect some foreign and domestic trafficking victims, particularly through enhanced cross-border cooperation. Nevertheless, some trafficking victims, including some mainland Chinese victims repatriated from Taiwan and trafficking victims from North Korea, have faced punishments; or, in the case of North Koreans whom China considers economic migrants, systematic deportation. The government does not provide foreign victims with legal alternatives to removal to countries in which they may face hardship or retribution. Women found in prostitution are, in many instances, automatically treated as criminals without adequate efforts to identify whether any are victims of trafficking. The MPS states that Chinese trafficking victims returning from abroad were not punished or fined, but the ACWF reports that protection from punishment is only on an ad hoc basis with intervention from ACWF staff.

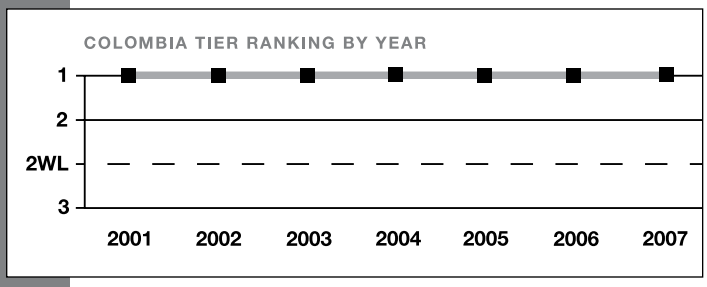
Prevention

China increased efforts to prevent trafficking in persons this year. The government cooperated with neighboring countries to dismantle several cross-border trafficking networks trafficking women and children. Yunnan Province authorities held a media outreach seminar to raise awareness among journalists of anti-trafficking strategies, victim protection, and relevant legislation. Other public awareness programs included: a campaign by the Sichuan authorities targeting major labor markets with informational posters, public service announcements on large television screens in the markets; and the distribution of pamphlets explaining legal protections, resource information, and hotline numbers for migrant workers who are at risk of being trafficked. Though it took some steps forward, China still has not adopted its draft national action plan to combat trafficking in persons. China has not ratified the 2000 UN TIP Protocol.

COLOMBIA (Tier 1)

Colombia is one of the Western Hemisphere's major source countries for women and girls trafficked abroad for the purpose of commercial sexual exploitation. Colombian women and girls are trafficked throughout Latin America, the Caribbean, Western Europe, East Asia, the Middle East, and the United States. Within the country, some Colombian men are trafficked for forced labor, but trafficking of women and children from rural to urban areas for sexual exploitation remains a larger problem. Internal armed violence in Colombia has displaced many communities, making them vulnerable to trafficking, and insurgent and paramilitary groups have forcibly recruited and exploited thousands of children as soldiers. Organized criminal networks — some connected to terrorist organizations — and local gangs also force displaced men, women, and children into conditions of commercial sexual exploitation and compulsory labor.

The Government of Colombia fully complies with the minimum standards for the elimination of trafficking. The government intensified law enforcement actions against traffickers during the reporting period, and sustained solid prevention and protection efforts. In the coming year, the government should continue to work with civil society to raise public awareness and improve protection services for victims.



Prosecution
The Government of Colombia made strong progress in identifying and prosecuting criminal acts of trafficking during the reporting period. Colombian law prohibits all forms of human trafficking through a comprehensive anti-trafficking statute, Law 985, which was enacted in 2005 and prescribes penalties of up to 23 years' imprisonment — penalties sufficiently stringent and commensurate with those for other grave crimes. In 2006, authorities opened 49 investigations against traffickers. The government also initiated 75 trafficking prosecutions, which represents more than a doubling of cases since 2005. The government also achieved 10 convictions against traffickers in 2006, a five-fold increase since 2005. Eight of these convictions were against a large band of traffickers in Pereira. Six women and two men were sentenced to 48 months' imprisonment for their roles in trafficking persons to Panama, Japan, and Spain. The remaining two convictions came from a case in the city of Armenia, in which the defendants were each sentenced to six and a half years' imprisonment. The government worked with international organizations to increase training for judges and prosecutors, and cooperated with foreign governments in Venezuela, Ecuador, Panama, Italy, and Spain on international trafficking cases. The government is currently investigating one U.S. citizen in connection with child pornography. There were no reports of public officials' complicity in trafficking.

Protection
The government sustained its efforts to address victims' needs during the reporting period. The Colombian government provides limited funding to NGOs to provide shelter and other services to trafficking victims, and it relied on NGOs and international organizations to provide the bulk of victim assistance. The government provides specialized training to consular officials to help them recognize potential trafficking victims, and Colombian missions abroad assist Colombian victims. Police investigators have set up special interview facilities in Bogota's international airport to debrief returning victims and investigate their cases. The government also has approved plans to open an anti-trafficking operations center in the coming year. It will serve as a central repository of anti-trafficking information for victims, and will include a national call center. The government operates a witness-protection program for trafficking victims participating in court proceedings. Colombian authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were no reports of victims being jailed or otherwise penalized for unlawful acts committed as a direct result of their being trafficked. Because Colombia is not a significant destination country for trafficking, there is no demand for temporary residency status for foreign victims.

Prevention
The government made modest progress during the reporting year in raising public awareness, but continued to rely heavily on NGOs and international organizations to conduct trafficking-prevention campaigns. The government completed its national action plan on trafficking in persons; implementation of the plan is pending. The government worked closely with IOM to develop a national hotline to report trafficking crimes. The government also worked with NGOs to distribute a comprehensive guide to victim assistance and other awareness-raising materials such as posters, radio, and television spots. The government sponsors assistance programs targeted to populations vulnerable to trafficking, such as micro-lending for women and anti-child labor programs.

COSTA RICA (Tier 2)

Costa Rica is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Women and girls from Nicaragua, the Dominican Republic, Colombia, Panama, Russia, Bulgaria, and the Philippines are trafficked into the country for sexual exploitation. Young men from Nicaragua are trafficked to Costa Rica for labor exploitation. Costa Rican women and children are trafficked internally and to El Salvador, Guatemala, Japan, and the United States for sexual exploitation. The government identifies child sex tourism as a serious problem. Costa Rica serves as a transit point for victims trafficked to the United States, Mexico, Canada, and Europe. Men, women, and children also are trafficked within the country for forced labor in agriculture and fishing, and as domestic servants. Chinese nationals have been trafficked to Costa Rica for forced labor.

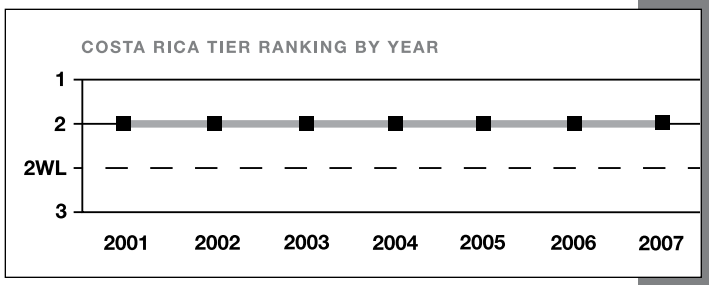
The Government of Costa Rica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, the government took important steps to confront public complicity with human trafficking in a high-profile case, and increased trafficking prevention efforts nationwide. In the coming year, the government should intensify its efforts to investigate and prosecute trafficking offenses, and to convict and sentence trafficking offenders. The government also should work with the legislature to pass necessary amendments to prohibit all forms of trafficking, and provide greater protection for victims.

Prosecution

The Government of Costa Rica showed limited success in enforcement efforts against traffickers during the reporting year. Costa Rica does not prohibit all forms of trafficking in persons, although Article 172 of its criminal code criminalizes transnational trafficking and prescribes a punishment of three to six years' imprisonment for this offense. Trafficking in minors is prohibited by Article 376, and carries penalties of two to four years' imprisonment. However, Costa Rican law does not adequately address the internal trafficking of adults, and while current penalties are sufficiently stringent, they are not commensurate with penalties prescribed for other serious crimes, such as rape. However, the government has proposed legislative reforms to its anti-trafficking laws; the Costa Rican legislature should make every effort to pass such changes this year. During the reporting period, a variety of criminal statutes were used against traffickers, but data on trafficking convictions will not be available until later this year. However, since August 2006, the judicial police opened five investigations into international trafficking organizations, and continued a number of earlier investigations. In January 2007, authorities arrested eight people in connection with a Chinese organization suspected of trafficking people to Costa Rica for labor exploitation; importantly, immigration officials rebuffed attempts by this ring to bribe them, instead cooperating with police in an undercover sting operation to arrest the traffickers. Authorities cooperated with neighboring countries, Interpol, and U.S. counterparts on international trafficking investigations. No complaints of trafficking-related corruption were filed during the reporting period.

Protection

The Costa Rican government's efforts to protect trafficking victims remained limited during the reporting year. There are no specialized shelters for trafficking victims, although the government did fund an NGO working with victims of sexual exploitation. Protective services overall are severely lacking, and there are no formal procedures for identifying trafficking victims among vulnerable populations, such as persons detained for prostitution or immigration violations. The government did not penalize victims for unlawful acts committed as a direct result of being trafficked. However officials treated some adult victims as illegal migrants and deported them without taking steps to determine if they were victims. Foreign nationals identified as trafficking victims could be repatriated, or apply for work permits or refugee status. Costa Rican authorities encourage victims to assist in the investigation and prosecution of their traffickers.



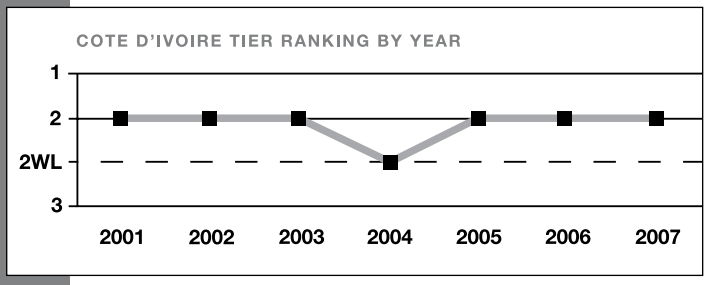
Prevention

The government made additional progress on prevention activities during the reporting year. President Arias condemned human trafficking in public statements, and the government acknowledges the serious nature of the problem. Campaigns against child sex tourism continued, in addition to television, radio, and billboard notices designed to warn young women of the dangers of commercial sexual exploitation. With international assistance, the government launched a national hotline in February 2007 for potential victims to receive information about trafficking. The hotline project is accompanied by a widespread TV and radio campaign featuring Puerto Rican singer Ricky Martin.

COTE D'IVOIRE (Tier 2)

Cote d'Ivoire is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking within the country is more prevalent than international trafficking. Women and girls are trafficked from northern rebel-controlled areas to southern cities for domestic servitude, restaurant labor, and sexual exploitation. Boys are trafficked internally for agricultural and manual labor. Transnationally, boys are trafficked from Ghana, Mali and Burkina Faso for forced agricultural labor; from Guinea for forced mining, from Togo for forced construction labor, from Benin for forced carpentry work, and from Ghana and Togo for forced labor in the fishing industry. During the year, Ivorian boys were also trafficked to Mali through false promises of jobs in Europe as soccer players. Women

and girls are trafficked to and from other West and Central African countries for domestic servitude and forced street vending. Women and girls from Ghana, Nigeria, the People's Republic of China, Ukraine, the Philippines, and North Africa are trafficked to Cote d'Ivoire for sexual exploitation. A local NGO estimated that, in 2006, 58 percent of females in prostitution in Abidjan were not citizens. Women are also trafficked from and through Cote d'Ivoire to Europe for sexual exploitation. Refugee and displaced children in Cote d'Ivoire are likely also trafficked within the region. Ivorian children are also conscripted into armed forces by rebel and militia groups



The Government of Cote d'Ivoire does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To strengthen its response to trafficking, the government should enact its draft statute against child trafficking, draft and enact a law against trafficking of adults, investigate reports of security forces exploiting women in prostitution, ensure that victims are not arrested or prosecuted, reach out to NGOs and the international community to develop a system of care for adult trafficking victims, and adopt the national action plan to combat trafficking.

Prosecution
The Government of Cote d'Ivoire demonstrated modest efforts to address trafficking though law enforcement during the reporting period. Ivorian law does not prohibit all forms of trafficking, but laws against child abuse, forced labor, and pimping are used to prosecute traffickers. In January 2007, the government drafted a new bill prohibiting child trafficking and child labor. The bill has yet to receive cabinet approval. In March 2007, an Ivorian court convicted a Taiwanese man and Philippine woman for trafficking four Philippine women to Abidjan for sexual exploitation, and the government closed down the bar in which the victims were exploited. The penalty imposed on the traffickers, however — six months' imprisonment, a fine of $1,000, and restitution of $10,000 to each of the victims — is inadequate. In June 2006, a judge convicted a man for charges relating to trafficking 13 children to Cote d'Ivoire from Togo, but imposed a sentence of only one year in prison. The government arrested nine additional suspected traffickers and released two, but failed to follow up law enforcement information about the others. NGOs report that security forces often use their position to sexually exploit women in prostitution. The government trained four judges and 15 security and defense officers about trafficking.

Protection
The government demonstrated steady efforts to protect trafficking victims in the last year. The government does not operate victim shelters, but continued to provide offices and personnel to an NGO and a foreign aid organization assisting victims. The government provided personnel to assist the ILO in establishing 13 village-level, and five regional, anti-trafficking and child protection committees. Police rescued at least 57 foreign child victims, referring 42 of them to NGOs or foreign aid organizations for repatriation. The police brought 13 of these children to a government social center for a night, but by morning the victims had fled. The police handed two Beninese victims to a Beninese chief in Cote d'Ivoire for further referral to the Beninese Embassy. The government does not encourage victims to assist in investigations and prosecutions of their traffickers. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. Some trafficking victims are penalized for prostitution or document fraud, unlawful activities they committed as a direct result of their being trafficked.

Prevention
The Government of Cote d'Ivoire made sustained efforts to prevent trafficking. The government held trafficking public awareness campaigns targeting potential victims, traditional chiefs, religious leaders, local government officials, school inspectors and headmasters, and business leaders. The government finalized its national action plan against trafficking, which awaits cabinet approval. Cote d'Ivoire has not ratified the 2000 UN TIP Protocol.

CROATIA (Tier 2)

Croatia is primarily a country of transit, and increasingly source and destination, for women and girls trafficked from Romania, Bulgaria, Serbia, Bosnia and Herzegovina, and other parts of Eastern Europe for the purpose of sexual exploitation. Victims transiting Croatia are trafficked into Western Europe for commercial sexual exploitation, given Croatia's land and maritime borders with three EU countries.

The Government of Croatia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued to improve its cooperation with NGOs to identify and assist victims of trafficking, increased its efforts to investigate and prosecute trafficking crimes, and increased training of government officials, particularly police

and border control officers. The government should vigorously prosecute trafficking cases and impose adequate sentences for traffickers. It should also ensure that the institutionalized victim identification process already in place reaches all potential victims transiting Croatia, including illegal migrants and migrants who transit the country legally.

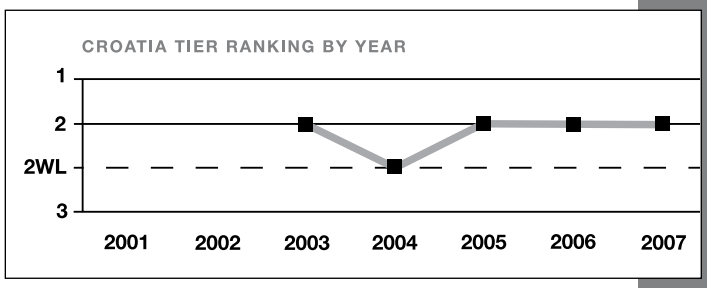
Prosecution

The Government of Croatia demonstrated continued law enforcement efforts to investigate and prosecute trafficking cases and arrest offenders. Croatia criminally prohibits trafficking for sexual and labor exploitation through Criminal Provision 175 in its penal code. Penalties prescribed for trafficking for commercial sexual exploitation are commensurate with those for rape, and penalties for trafficking are sufficiently stringent. Traffickers, however, may receive light punishment or suspended sentences. In 2006, 10 investigations were initiated against 17 individuals, an increase from 10 individuals in 2005. The National Coordinator for Trafficking reported one conviction and two related convictions for international prostitution, slavery, and illegal capture. As two of the cases occurred prior to the 2005 enactment of Criminal Provision 175, they were prosecuted and convicted under the criminal provisions in existence at the time. In one conviction, two defendants were sentenced each to one year's imprisonment. In another conviction, two defendants were each sentenced to one year's imprisonment, but the sentences were suspended. In the third conviction, one defendant was sentenced to 15 months' imprisonment, but this sentence also was suspended. Six joint investigations with law enforcement authorities in other Southeastern European countries resulted in criminal charges. An anti-trafficking curriculum continued to be taught at Croatia's Police Academy. There were no reports of trafficking-related complicity, but organized crime continued to hinder Croatia's anti-trafficking efforts.

Protection

The Government of Croatia, in cooperation with civil society, continued to provide identified victims with shelter, legal, medical, and psychological services as well as educational and vocational training. The government encourages victim participation in trafficking cases; assistance was not conditioned on victim cooperation with law enforcement investigators. Victims are entitled to file both civil and criminal lawsuits and have the right to press charges themselves, even in cases that are dropped by the State Prosecutor. The government made efforts to ensure that trafficking victims were not detained, deported, or otherwise penalized for unlawful acts committed as a result of their being trafficked.

The government provides foreign victims with legal alternatives to their removal to countries where they may face hardship or retribution. Victims facing threats of retribution are eligible for temporary residence permits issued for a maximum of two years. Upon the temporary permit's expiration, a victim may request a permanent permit to remain in Croatia.



The government continued implementation of a national referral system that employs mobile teams assisting NGOs in victim identification. Last year the government provided approximately $100,000 to NGOs that assist victims of trafficking and promote anti-trafficking efforts.

Prevention

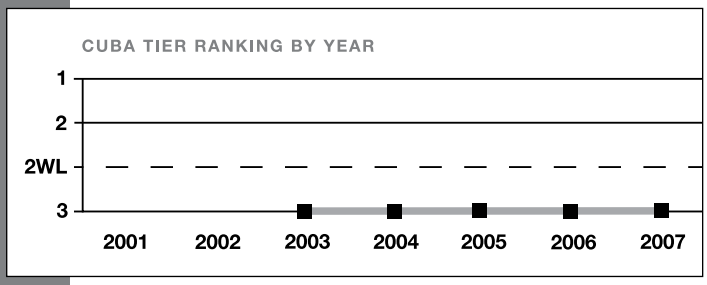
The Government of Croatia increased its efforts to prevent trafficking in persons in 2006. The government continued two public awareness campaigns begun in 2005. One campaign included television spots, ads placed on trams and at train stations, and billboards advertising the government-sponsored help line. The other featured a prominent Croatian celebrity in a televised public service announcement. The government implemented educational workshops for its officials, including social workers, diplomatic and consular staff, judges, prosecutors, police, students, and members of the Roma community. The Ministry of Interior, in cooperation with IOM, distributed fliers and posters targeting potential trafficking victims in receiving centers for asylum seekers and unaccompanied minors. The Ministry of Interior also posted anti-trafficking fliers and posters in Croatian, Macedonian, Romanian, and Ukrainian on roads and at maritime border crossings, airports, and police departments.

CUBA (Tier 3)

Cuba is a source country for women and children trafficked internally for the purpose of commercial sexual exploitation. Cuban adults and children also are exploited for forced labor, mostly in commercial agriculture; some are reportedly trafficked to the United States under circumstances of debt bondage. The extent of trafficking within Cuba is hard to gauge due to the closed nature of the government and sparse non-governmental or independent reporting. However, by all accounts, the country is a major destination for sex tourism, including child sex tourism. Cuba's thriving sex trade caters to thousands of European, Canadian, and Latin

American tourists every year, and involves large numbers of Cuban girls and boys, some as young as 12. State-run hotel workers, travel employees, cab drivers, hospitality staff, and police steer tourists to prostituted women and children and facilitate the commercial sexual exploitation of these women and children. Sex trafficking of Cuban women to Mexico and Western Europe also has been reported.

The Government of Cuba does not fully comply with the minimum standards for the elimination of trafficking and it is not making significant efforts to do so. Information about trafficking in Cuba is difficult to obtain because the government does not publicly release information, and attempts to engage public officials are regarded as politically motivated. To improve its efforts to combat trafficking, the government should publicly acknowledge that human trafficking is a problem, and make efforts to prosecute and punish traffickers, especially for sex crimes. Providing greater protection for trafficking victims is vital.



Prosecution
The Government of Cuba prohibits some forms of sex and labor trafficking through various provisions of its penal code. Article 302 prohibits the inducement or promotion of prostitution and provides penalties of up to 20 years in prison; if the crime is committed across international boundaries, penalties may be increased up to 30 years. Article 316 bans trafficking in minors and carries penalties of up to 15 years' imprisonment. Cuba also has laws against forced labor and sexual exploitation. Despite these laws, which are sufficiently stringent, it is not known if any prosecutions or convictions of traffickers took place in Cuba during the reporting period. Nonetheless, the Government of Cuba worked with a European country to identify foreign pedophiles and assist with their prosecution. Some foreign pedophiles were prosecuted in Cuba for pedophilia or child pornography; other suspected pedophiles were "kicked out" of the country. There were no known investigations or prosecutions of public officials for complicity with trafficking.

Protection
Efforts by the Government of Cuba to aid trafficking victims were not officially reported over the last year, but appeared weak. Strong evidence suggests that victims are punished for unlawful acts committed due to being trafficked. The government did not show evidence of employing procedures for the identification of trafficking victims among vulnerable populations, such as persons detained for prostitution violations. Moreover, women and children in Cuba's sex trade are occasionally sent to "reeducation" programs; many are sentenced to years in prison for vagrancy crimes. "Detention and rehabilitation centers" for women and children in prostitution, some of whom may be trafficking victims, are not staffed with personnel who can provide adequate care, and conditions at these detention centers are reported to be harsh. It is not known if Cuban authorities encourage trafficking victims to assist with the investigation and prosecution of their traffickers. Cuba does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution.

Prevention
The government sponsors no known information campaigns to prevent sex or labor trafficking. The government does not acknowledge or condemn human trafficking as a problem in Cuba. Cuba has not ratified the 2000 UN TIP Protocol.

CYPRUS (Tier 2 Watch List)

Cyprus is a destination country for a large number of women trafficked from countries in Eastern and Central Europe, including Ukraine, Moldova, Romania, and Russia, for the purpose of commercial sexual exploitation. Women are also trafficked from the Philippines, the People's Republic of China, and Morocco. Traffickers continued to recruit victims under fraudulent terms for work as dancers in nightclubs with three-month "artiste" category employment permits and more limited numbers of foreign women for work in pubs under the "barmaid" employment category. According to some reports, many of the women who work in nightclubs in Cyprus are victims trafficked for sexual exploitation. There were also reports of some Chinese women on student visas who may have been forced into prostitution. Reports continued of female domestic workers from India, Sri Lanka, and the Philippines forced to work excessively long hours and denied proper compensation and possibly subjected to conditions of involuntary servitude.

The Government of Cyprus does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Cyprus has been placed on Tier 2 Watch List for a second consecutive year because it again failed to pass revised anti-trafficking legislation and did not open a long-promised trafficking shelter. If passed, this legislation would define and criminalize all severe forms of trafficking. The government demonstrated a strong willingness to

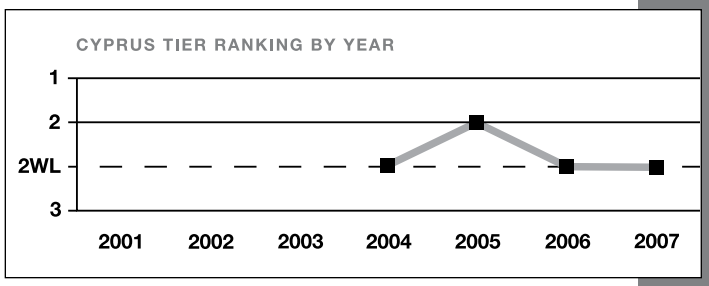
increase its efforts by launching a number of public awareness campaigns. It also developed and distributed a victim assistance and referral handbook for all relevant government departments. However, more remains to be done. The Government of Cyprus must continue to demonstrate a credible political commitment to address trafficking by increasing serious law enforcement efforts and increasing the number of traffickers convicted and sentenced to time in prison. Moreover, Cyprus must pass its pending new comprehensive anti-trafficking legislation; abolish or greatly restrict use of the "artiste" category work permit; and provide more dedicated resources for the protection of trafficking victims, including a government-provided shelter. The government should also continue to develop and implement a more comprehensive demand reduction public awareness campaign.

Prosecution

The Government of Cyprus showed some progress in its law enforcement efforts. Cyprus' 2000 anti-trafficking law criminalizes trafficking for sexual exploitation; a separate law enacted in 2003 prohibits forced labor. Prosecutors utilize the anti-trafficking law and trafficking-related statues to prosecute traffickers for sexual exploitation. Penalties prescribed for both sexual exploitation and forced labor range up to 20 years' imprisonment, which are sufficiently stringent and commensurate with those for other grave crimes. Police increased the number of trafficking investigations from 47 cases in 2005 to 60 cases in 2006. Authorities prosecuted 40 cases for trafficking and obtained convictions of 20 traffickers. Courts imposed penalties ranging from nominal fines to two years' imprisonment to these 20 convicted traffickers. These punishments, however, should be strengthened to more effectively deter trafficking in persons. During the year, the police investigated at least three police officers for possible trafficking-related corruption; one official was prosecuted, convicted, and sentenced to 14 months' imprisonment.

Protection

The Government of Cyprus demonstrated limited improvements in its efforts to protect and assist victims; however, overall efforts remained inadequate. Although the government made ready its long-promised, government-run victim shelter, the facility was not opened due to delays in hiring qualified staff. However, the Anti-TIP Police Unit actively referred victims to an NGO-run shelter. These referral mechanisms are based on procedures outlined in a handbook on victim identification and referral procedures distributed to relevant government agencies and NGOs in February 2007. The Social Welfare Department provided 99 foreign victims with short-term shelter and other forms of assistance. The Ministry of Justice and Public Order provided approximately $22,700 to an NGO-run shelter during the reporting period. Fifty-nine of the 79 trafficking



victims identified in 2006 assisted in investigations and prosecutions. Some foreign women who do not cooperate with authorities may be deported with no legal alternatives to removal to countries where they may face hardship or retribution. Cyprus does not have a reflection period for victims; pending comprehensive anti-trafficking legislation will establish a reflection period. The rights of trafficking victims were generally observed; however, police initially attempted to arrest some later-identified victims in order to keep them in the country to testify against their traffickers.

Prevention

The government demonstrated increased efforts to prevent trafficking and raise awareness during the reporting period. Although the government did not abolish the "artiste" work permit category, it continued to reduce the number of "artiste" permits issued in 2006. The Ministry of Labor and Social Insurance distributed Greek and English-language brochures to all non-EU temporary workers entering Cyprus. Police printed and distributed 10,000 trafficking awareness fliers during community policing activities. A government-funded NGO public awareness campaign distributed 15,000 fliers and 1,000 posters on streets, college campuses, and in government offices. The Ministry of Interior also distributed 50,000 anti-trafficking fliers and 800 posters across the island and aired UN public service announcements on trafficking on the state-run television station, beginning in March 2007.

Area Administered by Turkish Cypriots

The northern area of Cyprus is administered by Turkish Cypriots; the area has declared itself the "Turkish Republic of Northern Cyprus" ("TRNC"). The United States does not recognize the "TRNC," nor does any other country except Turkey.

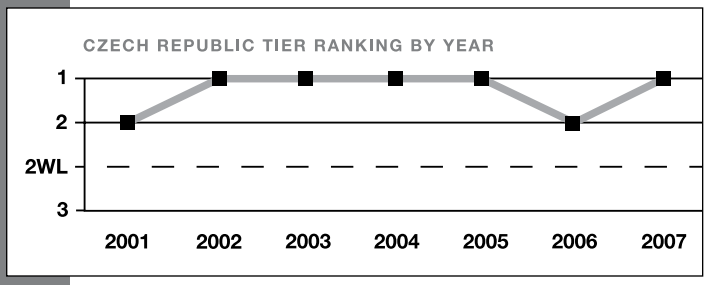
The area administered by Turkish Cypriots is a destination for women trafficked from countries in Eastern and Central Europe, including Moldova, Ukraine, Kyrgyzstan, Russia, Georgia, and Belarus, for the purpose of commercial sexual exploitation.

The area administered by Turkish Cypriots does not have a law that specifically prohibits trafficking in persons, and authorities continue to confuse trafficking with smuggling. All potential trafficking cases were tried on the charges of "living off the earnings of prostitution" or "encouraging prostitution." Persons

convicted under these laws can receive up to two years' imprisonment. This is not commensurate with penalties prescribed for other grave crimes in the area administered by Turkish Cypriots, such as rape. The authorities did not provide trafficking-specific law enforcement data for the reporting period. In 2006, 961 "artiste" and 15 "barmaid" work permits were issued to women working in 41 nightclubs and 9 pubs, and as of February 2007, 381 foreign women were working in the area administered by Turkish Cypriots. In 2006, authorities repatriated 235 women who wished to curtail their nightclub contracts. Police corruption remained a concern. The anti-trafficking hotline established in 2005 does not adequately refer victims for assistance. Turkish Cypriot authorities should take proactive steps to train law enforcement and other front-line responders on victim identification techniques, including the key exploitative difference between trafficking and smuggling. Authorities should draft legislation that specifically prohibits all severe forms of trafficking.

CZECH REPUBLIC (TIER 1)

The Czech Republic is a transit and destination country for women from Russia, Ukraine, Belarus, Moldova, Slovakia, Bulgaria, People's Republic of China (P.R.C.), and Vietnam trafficked to and through the Czech Republic for the purpose of commercial sexual exploitation. It is also a source of Czech women trafficked to Germany, Austria, the Netherlands, and Denmark for sexual exploitation. The Czech Republic is a destination country for men and women trafficked from Ukraine, Moldova, the P.R.C., Vietnam, Belarus, India, and North Korea for the purpose of labor exploitation. Ethnic Roma women remain at the highest risk for trafficking internally and abroad for sexual exploitation. The Government of the Czech Republic fully



complies with the minimum standards for the elimination of trafficking. The Czech Republic made several positive efforts over the reporting period, including: the creation of a new forced labor police unit; the elimination of a program of exploitative North Korean contract labor for private industry in the Czech Republic; and the funding of a demand reduction campaign in several regions of the country and in Ukraine. The government should: vigorously prosecute and convict traffickers and increase the number of convicted traffickers serving time in prison; continue to provide training for prosecutors and judges; and continue to train labor inspectors on how to identify victims of labor trafficking.

Prosecution

The Czech Republic demonstrated increased law enforcement efforts over the last year. The Czech Republic prohibits trafficking both for the purposes of commercial sexual exploitation and for forced labor through Sections 232a, 216, and 204 of its criminal code, respectively. Punishments prescribed in these statutes range from 2 to 15 years' imprisonment, which are sufficiently stringent, and commensurate with those for other grave crimes. In 2006, police conducted 16 investigations, compared to 18 investigations in 2005. In 2006, the government prosecuted 151 persons, compared to 12 in 2005. The government obtained the convictions of 72 traffickers during the reporting period, compared to 72 convictions in 2005; most traffickers were prosecuted and convicted under the pimping statute. The government provided training sessions for prosecutors and judges that focused on the need for stronger sentences to be given to convicted traffickers. Czech law enforcement officials continued to cooperate with counterparts in other countries in joint trafficking investigations throughout 2006. Three Israeli nationals hiding in the Czech Republic were extradited to Israel for trafficking Ukrainian women. There were no confirmed cases of government officials involved in trafficking; however, concerns remained that individual officers of the border police facilitate border crossing for traffickers.

Protection

The government sustained its efforts to protect and assist victims. The government continued to fund IOM and three NGOs to provide victim assistance, rehabilitation services, and shelter. NGOs provided at least 67 victims with government-funded, comprehensive assistance. The government provides a 30-day reflection period for victims to decide whether or not to cooperate with law enforcement. Victims are encouraged to assist in investigations and prosecutions; victims who assist law enforcement are granted temporary residence and work visas for the duration of the criminal proceedings. Upon conclusion of the trial, qualifying victims may apply for permanent residency; one victim was granted permanent residency in 2006, compared to two victims in 2005. During the reporting period, police actively used the formal victim identification and referral system to refer victims to NGOs. Because of the stigma attached to trafficking, victims were frequently hesitant to return to their families or seek social service providers. The government also produced a 90-page book for health care practitioners to assist in victim identification. The Czech Republic continued to fund an IOM repatriation program for victims from Georgia, Moldova, and Armenia.

Prevention

The government improved its trafficking awareness efforts during the reporting period. In 2006, the government funded a demand reduction campaign that informed potential clients of prostitution about trafficking and provided methods for anonymously reporting suspected trafficking situations. The government also took pro-active steps to combat labor trafficking by funding two NGOs to provide information to Ukrainian citizens in ten Ukrainian cities who are looking to work in the Czech Republic. The government monitors migration and immigration patterns for evidence of trafficking. The Czech Republic has not ratified the 2000 UN TIP Protocol.

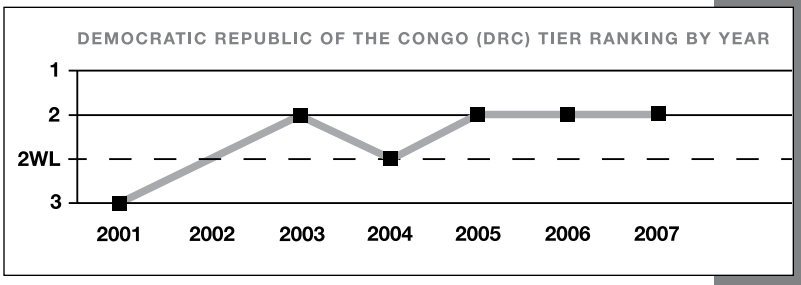
DEMOCRATIC REPUBLIC OF THE CONGO (Tier 2)

The Democratic Republic of the Congo is a source country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. The majority of known trafficking occurs within the country's unstable eastern provinces, by armed groups outside government control. Indigenous and foreign armed groups, notably the FDLR (Rwandan Hutus), continue to abduct and forcibly recruit Congolese men, women, and children to serve as laborers (including in mines), porters, domestics, combatants, and sex slaves, although at a much reduced rate from previous years. In 2006 and early 2007, troops loyal to a renegade Congolese general reportedly recruited an unknown number of Congolese children for soldiering from refugee camps in Rwanda. There were reports of Congolese children prostituted in brothels or by loosely organized networks, some of whom were exploited by Congolese national army (FARDC) forces. An unknown number of unlicensed miners remain in debt bondage to dealers for tools, food, and supplies. Congolese women and children are reportedly trafficked to South Africa for sexual exploitation.

The Government of the Democratic Republic of the Congo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Replacing a transitional government that had been in place since June 2003, an elected government took office following 2006-07 presidential, parliamentary, and provincial elections. To further actions against trafficking, the government should continue efforts to demobilize all remaining child soldiers; enact anti-trafficking laws; and arrest and prosecute traffickers, particularly those who use child soldiers or utilize forced labor. Kanyanga Biyoyo, a rebel commander convicted of unlawfully recruiting child soldiers, escaped from jail shortly after his early 2006 conviction; he should also be rearrested and incarcerated for his full prison sentence.

Prosecution

The country's criminal and military justice systems — including the police, courts, and prisons — remain decimated from years of war and there are few functioning courts or secure prisons in the country. Existing laws do not prohibit all forms of labor trafficking. In July 2006, the transitional government enacted a sexual violence statute (Law 6/018) that specifically prohibits and provides penalties of 10 to 20 years' imprisonment for child and forced prostitution, pimping, and trafficking for sexual exploitation; most judicial and law enforcement authorities have yet to receive copies of this statute. In addition, the new constitution, promulgated in February 2006, forbids involuntary servitude and child soldiering. Despite these advances, there were no reported investigations or prosecutions of traffickers during the year. After an NGO investigation revealed brothels in South Kivu, the government subsequently ordered them closed. During the reporting period, the transitional government, in coordination with the UN Mission to the Congo (MONUC), reached integration agreements with Ituri District militias, renegade General Laurent Nkunda in North Kivu, and local defense groups in North Kivu, South Kivu, and Katanga that included provisions for the demobilization of child soldiers; some of these groups failed to fulfill their signed commitments and continued recruiting children, but FARDC lacks the capacity to forcibly demobilize or repatriate them. The government and MONUC provided numerous training sessions during the year to police and military personnel on sexual violence and child soldiering prohibitions.



Protection

The national demobilization agency, CONADER, and the Ministry of Defense worked closely during the year with NGOs to demobilize and reintegrate children associated with armed groups. When such groups disarm and are integrated into the FARDC, CONADER identifies and separates out children and transports them to NGO-run centers for temporary housing and vocational training. Over 13,000 child soldiers were demobilized in 2006; fewer than 4,000 remain with armed groups out of an estimated total of 33,000 in 2004. As the 2006 budget included no appropriation for social services of any kind in the country, NGOs provided legal, medical, and psychological services to trafficking victims,

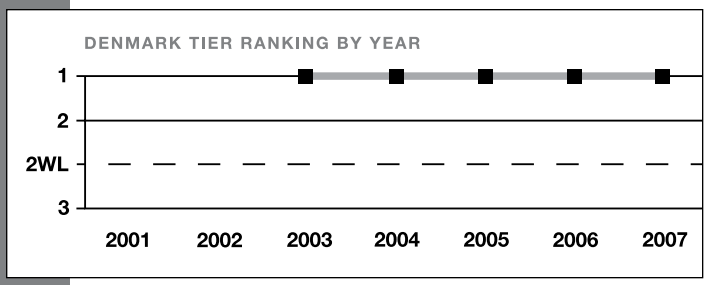
including child soldiers and children in prostitution. The government does not generally penalize victims of trafficking for unlawful acts committed as part of their being trafficked, but does not encourage victims of trafficking to assist in the investigation and prosecution of their exploiters.

Prevention

The majority of the government prevention efforts during the reporting period focused on disseminating messages against child soldiering. Using radio and television messages, posters, flyers, and t-shirts, in 2006, CONADER conducted extensive public education campaigns that informed the military that child soldiering is illegal, and attempted to dissuade children from joining armed groups and convince families and communities to reintegrate demobilized children. Working with NGO partners, the Ministry of Justice began designing a campaign to educate the public about the new law against sexual violence. In June, the transitional government created the National Committee to Combat the Worst Forms of Child Labor; though the committee held several meetings, it did not begin to fulfill its mandate.

DENMARK (Tier 1)

Denmark is primarily a transit and destination country for women and girls trafficked from Ukraine, the Baltic states, the Czech Republic, Slovakia, Romania, Thailand, Ghana, and Nigeria for the purpose of commercial sexual exploitation.



The Government of Denmark fully complies with the minimum standards for the elimination of trafficking. In December 2006, the government adopted its second anti-trafficking national action plan and extended the period of reflection it grants foreign trafficking victims from 15 to 100 days. Denmark spent approximately $178,000 on a domestic national awareness campaign during the year. The government should consider granting identified trafficking victims temporary residency and work permits in order to increase victim participation in trafficking investigations. Denmark should develop legal alternatives to deportation for victims who face retribution or hardship upon repatriation. Although the government has invested considerable resources to improve law enforcement efforts, more should be done to improve the collection of trafficking statistics.

Prosecution

The Government of Denmark sustained law enforcement efforts over the reporting period. Denmark prohibits trafficking for both sexual exploitation and forced labor through Section 262 of its criminal code, although prosecutors often use the procurement law to prosecute traffickers. Punishments prescribed for trafficking under section 262 extend to eight years' imprisonment, are sufficiently stringent and are commensurate with penalties prescribed for other grave crimes, such as rape. Police conducted a total of 21 trafficking investigations during the reporting period, down from 30 investigations in 2005. Initial information shows that in 2006, authorities prosecuted at least 14 trafficking cases, compared to 30 cases in 2005. Convictions were obtained against 33 traffickers in 2006, including three under the anti-trafficking statute and 30 under the procurement law; in 2005, seven traffickers were convicted under the anti-trafficking statute and 20 were convicted under the procurement law. All 33 traffickers convicted under the two laws served some time in prison; no convicted traffickers received suspended sentences in 2006.

Protection

Denmark continued to provide adequate assistance and protection for victims of trafficking. The government continued to fully fund three regional NGOs in Denmark that provide victim outreach and identification, rehabilitative counseling, shelter, and public awareness. The government trained police personnel to effectively use the "Next Stop" trafficking hotline to refer victims to appropriate anti-trafficking NGOs for assistance. Police encouraged victims to participate in trafficking investigations, but the government did not prevent the punishment of trafficking victims for unlawful acts committed as a result of their being trafficked, such as detention for immigration violations. Consequently, few foreign victims assisted authorities in investigations. The government did not provide victims with legal alternatives to their removal to countries where they could face hardship or retribution. Although some government-funded NGOs did attempt to contact NGOs in source countries to facilitate safe repatriation of victims, deficiencies in the infrastructures of some source countries resulted in victims returning to face hardship, retribution, or re-trafficking upon their return.

Prevention

Denmark demonstrated progress in its trafficking prevention efforts. In October 2006, the government launched "You Have a Choice, She Doesn't," a nation-wide information campaign that focused on domestic demand reduction and increased general public awareness of trafficking. The campaign included television and film advertisements, billboards, fliers, and leaflets. The government continued to adequately monitor its borders. Denmark continued to fund NGOs to conduct regional awareness campaigns.

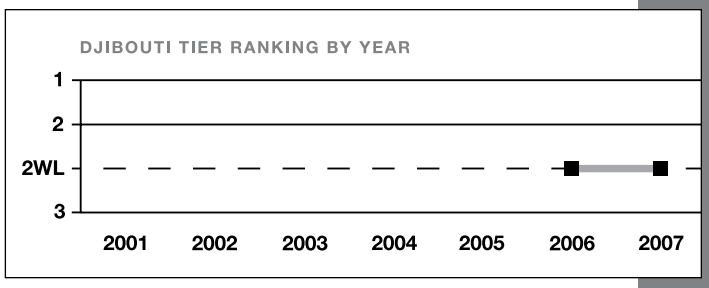
DJIBOUTI (Tier 2 Watch List)

Djibouti is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation and possibly for forced domestic labor. Ethiopian and Somali girls reportedly are trafficked to Djibouti for sexual exploitation; economic migrants from these countries may also at times fall victim to involuntary servitude after reaching Djibouti City or the Ethiopia-Djibouti trucking corridor. A small number of girls from impoverished Djiboutian families may also engage in prostitution as a means of income, and they may be victims of trafficking. Ethiopian women and girls may be trafficked to Djibouti for domestic servitude. Women and children from neighboring countries reportedly transit Djibouti en route to Middle Eastern countries or Somalia for ultimate use in forced labor or sexual exploitation.

The Government of Djibouti does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Djibouti is placed on Tier 2 Watch List for a second consecutive year for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year. To further its anti-trafficking efforts, the government should pass, enact, and enforce a comprehensive anti-trafficking statute; improve documentation of cases of detained minors; further educate all levels of government and the general public on the issue of trafficking in persons; and, in partnership with local NGOs, establish a mechanism for providing protective services to trafficking victims.

Prosecution

During the year, the government slightly improved its law enforcement efforts against the commercial sexual exploitation of children, although no traffickers were punished. Djiboutian authorities conducted increased patrols for children at risk of involvement in prostitution and closed down establishments facilitating prostitution. Djibouti does not have a comprehensive anti-trafficking law, though its laws explicitly criminalizing pimping, employing minors, forced labor, and debauching of a minor could be used to prosecute traffickers. During the reporting period, the Ministries of Foreign Affairs and Justice and the National Assembly formed a working group to begin drafting a national anti-trafficking law. In 2006, Djibouti's Brigade des Meurs (Vice Police) conducted nightly sweeps of the capital city after dark and preventatively detained 192 Ethiopian and Somali minors who they identified as at risk of prostitution; most were held briefly and released or deported. There were no prosecutions of traffickers during the year; however, observing a flagrant case of child prostitution, the police arrested and charged the foreign client, who then fled the jurisdiction after he was released pending trial. Djiboutian police monitored bars in Djibouti City, enforcing alcohol permits and detaining suspected pimps and females in prostitution; specific information regarding the punishment of pimps was unavailable. Police reportedly closed down bars where child prostitution was occurring; detailed information was not provided about such closures. The government did not provide any specialized training for government officials in trafficking recognition or in the provision of assistance to trafficking victims.



Protection

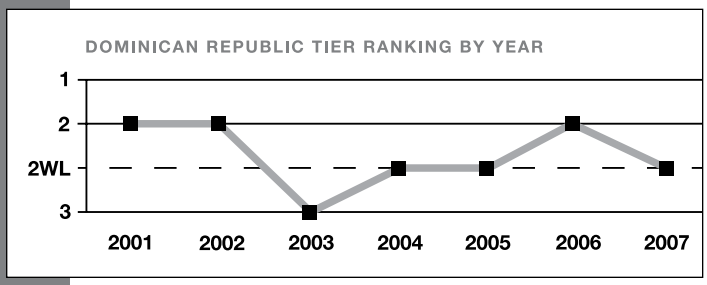
With few resources itself and a very small pool of local NGOs, the government has few options for meeting the needs of children used in prostitution. In 2006, the government established two shelters for at-risk Djiboutian and foreign women and children that distributed food and clothing and provided health care; educational opportunities are also provided. During the reporting period, three boys victimized by sexual exploitation were rescued from a foreign pedophile and provided with psychological counseling. After preventative detention of street children believed to be at risk of prostitution, police reportedly transferred some of them to the care of NGOs. Other non-Djiboutian children were deported to their country of origin, while Djiboutian children were returned to the care of extended family members. The government does not offer legal alternatives to the removal of foreign trafficking victims to countries where they face hardship or retribution. Moreover, the government occasionally punishes victims of trafficking for offenses committed as a result of their being trafficked.

Prevention

There is growing understanding of human trafficking within the Djiboutian political hierarchy. In March 2007, the Ministry of Information began its first anti-trafficking public awareness campaign by prominently publishing in the nation's most important newspaper an article calling for awareness of and action against trafficking, specifically involving children prostitution. In addition, the President and First Lady hosted a large event to educate the public on violence against women, including explicitly stopping the trafficking of women and children. Police verbally warned bar and night club owners that permitting child prostitution on their premises would be punished.

DOMINICAN REPUBLIC (Tier 2 Watch List)

The Dominican Republic is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Dominican women and children are trafficked for sexual exploitation to Western Europe, Australia, Argentina, Brazil, Costa Rica, the Caribbean, Panama, and Suriname. A significant number of women and children also are trafficked within the country for sexual exploitation and forced labor. Some Dominican-born children are trafficked into forced labor and organized begging rings. Some Haitians, including children, are trafficked to the Dominican Republic for forced labor in agriculture and construction sectors; many live in squalid shantytowns known as "bateyes." Venezuelans and Colombians also are reportedly trafficked to the country for sexual exploitation and forced labor. Some Chinese nationals have been smuggled to the Dominican Republic, allegedly with the assistance of high-level Dominican consular and immigration officials, and subjected to conditions of involuntary servitude while waiting to make their way to the United States.



The Government of the Dominican Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Dominican Republic is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to combat human trafficking, particularly in terms of providing increased assistance to victims and undertaking vigorous actions to counter official complicity with trafficking activity. Although the Office of the Public Prosecutor made strong efforts to prosecute trafficking offenders last year, the government should increase anti-trafficking law enforcement personnel and capacity, and step up efforts to root out aggressively any official complicity with human trafficking, especially among senior-level officials. The Dominican Republic should provide greater legal protections for trafficking victims, and increase anti-trafficking prevention efforts and resources for agencies and organizations providing shelters and social services. More attention should be directed to identifying and assisting Haitian trafficking victims.

Prosecution

The Government of the Dominican Republic made efforts to investigate and prosecute trafficking crimes during the reporting period. The Dominican Republic prohibits all forms of trafficking through its comprehensive anti-trafficking law, Law 137-03, which prescribes penalties of up to 20 years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other grave offenses. The government initiated 120 trafficking and alien-smuggling prosecutions under the law last year, obtaining three trafficking-specific convictions; defendants received sentences ranging from 15 to 20 years' imprisonment. While the government's efforts to convict traffickers remained level with last year, more than 30 prosecutions during the reporting period arose from arrests of military and other public officials for involvement with trafficking; of this number, three officials have been convicted. While this represents important progress in an extremely difficult area, the Dominican Republic should do much more to tackle the critical issue of official complicity with human trafficking at all levels of government. Press reports allege that high-level consular and immigration officials were directly involved with the smuggling of Chinese nationals, some of them trafficking victims, to the Dominican Republic. Any individuals found to be implicated in alien smuggling or trafficking should be brought to justice. The Director of the Office of the Public Prosecutor's Anti-Trafficking Unit had made some progress in addressing these and other areas; however, he remained suspended from his duties at the end of the reporting period for unspecified reasons.

Protection

The government's efforts to protect victims of trafficking remained inadequate, as it continued to rely heavily on NGOs and international organizations to provide the bulk of protection services. While the government maintains shelters and programs for victims of domestic violence and sexual abuse, these services are not generally accessible to trafficking victims. The government has not developed formal procedures for identifying victims among vulnerable populations, such as undocumented migrants or persons detained for prostitution offenses. The government continued, however, to train officials posted abroad on recognizing and assisting trafficking victims overseas. Victims' rights are generally respected, and there were no reports of victims being jailed or penalized for crimes committed as a direct result of their being trafficked. However, there were reports that some officials conspired with employers to repatriate trafficked persons of Haitian descent if they attempted to leave exploitative work environments, forcing them to leave behind their pay and belongings. Dominican authorities generally encourage victims to assist in the investigation and prosecution of their traffickers, though undocumented

persons of Haitian descent were often neglected. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. The government should assure protection to Haitians and undocumented persons of Haitian descent born in the Dominican Republic, many of whom fall victim to human trafficking.

Prevention

The government carried out limited prevention efforts by conducting anti-trafficking seminars at schools across the country, reaching more than 5,000 students. The government relies on NGOs and international organizations for all other prevention activities.

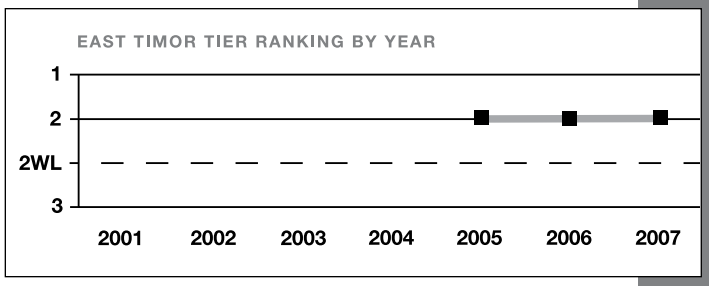
EAST TIMOR (Tier 2)

East Timor is a destination country for women from Thailand, Indonesia, the Philippines, and the People's Republic of China (P.R.C.) trafficked for the purpose of commercial sexual exploitation. Internal trafficking of Timorese women and girls from rural areas to Dili for sexual exploitation is a problem and there are concerns that it could increase due to long-term internal displacement and increased presence of international peacekeepers. An attempt to traffic Timorese women to Syria was thwarted, but points to the possibility of East Timor becoming a source country. There are unverified reports of men trafficked for forced labor in East Timor.

The Government of East Timor does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government has not enacted a draft penal code that defines and punishes the crime of trafficking because of concerns regarding other unrelated provisions and delays related to the political crisis in the country. The political crisis disrupted the work of the country's Trafficking Working Group; it has not met in over a year. As the East Timor legal system develops in the coming years and takes over functions handled by international officials, the government should focus on law enforcement efforts against trafficking, including specialized training of officials in investigating, prosecuting, and obtaining convictions of traffickers. The government should devote considerably more resources to prevention, rescue, treatment and rehabilitation of trafficking victims, as government finance and project management capabilities develop in the coming years and as reliance on international organizations diminishes.

Prosecution

The Government of East Timor showed minimal anti-trafficking law enforcement efforts over the past year. Currently East Timor's law enforcement system depends on international police, prosecutors, and judges, with expectations that Timorese officials will gradually accept more responsibility. East Timor prohibits all forms of sex and labor trafficking through its 2003 Immigration and Asylum Act and prescribes penalties for trafficking for commercial sexual exploitation that, while not commensurate with those for rape, are sufficiently stringent. The government has not prosecuted any cases against traffickers. In March 2006 national police conducted a raid against an establishment in Dili in which a Philippine victim was forced into sexual exploitation. Eight additional victims from the P.R.C. and Indonesia were rescued, and suspected traffickers were arrested. The Office of the Prosecutor General dismissed the case without any indictments and no further action was taken. There were allegations that the establishment owner had powerful business connections. A new penal code based on the Portuguese penal code was approved by the Council of Ministers in late 2005. However, due to controversy regarding other, unrelated provisions, the code was not promulgated and remains in limbo. Pending the promulgation of a penal code, East Timor's judicial system continues to rely on the Indonesian penal code. In January 2007, UN police arrested two men suspected of attempting to traffic East Timorese women to Syria. There is limited evidence of a tolerance for trafficking by border officials and police who may take bribes to allow victims into the country or turn a blind eye to brothel operations.



Protection

The East Timorese Government began providing limited but still insufficient victim protection during the reporting period, relying largely on international organizations and NGOs to provide this care for victims. Authorities encouraged victims to participate in the investigation of traffickers and to file civil suits against traffickers; however, the country's dysfunctional court system prevented most legal action. Foreign victims can request refugee status; victims were repatriated through a process known as "voluntary abandonment." Under this arrangement, individuals present in East Timor illegally, but thought to be trafficking victims, are given 10 days to depart the country and are provided assistance with travel documents. There is no threat of prosecution involved in the voluntary

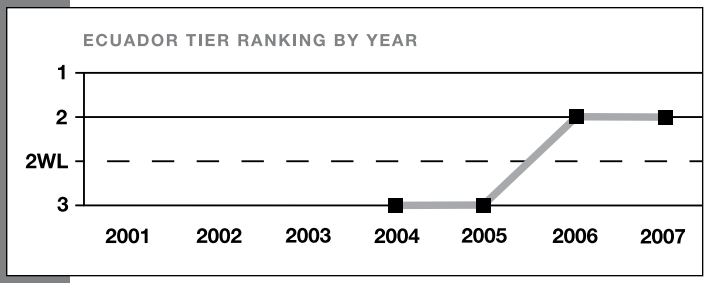
abandonment process, and there were no reports of voluntary abandonment being forced or involuntary. Several other victims were repatriated through the help of their embassies or an international organization. Trafficking victims are generally not treated as criminals. The Ministry of Labor works with international organizations to arrange assistance and shelter for victims on an ad hoc basis.

Prevention

The Government of East Timor continued to rely on international organizations and NGOs to raise awareness and prevent trafficking in persons. The Ministry of Labor collaborated with NGOs and international organizations to support public information campaigns. The Trafficking Working Group is chaired by the Ministry of Foreign Affairs, and includes other government ministries, international organizations and NGOs, but it has not met in over a year because of the political crisis throughout 2006. East Timor has not ratified the 2000 UN TIP Protocol.

ECUADOR (Tier 2)

Ecuador is a source, transit, and destination country for women and children trafficked for the purposes of sexual and labor exploitation. Ecuadorian children are trafficked from coastal and border areas to urban centers for sexual exploitation; some are trafficked to neighboring countries and to Spain. Ecuadorian women are trafficked to Western Europe, particularly Spain and Italy, as well as Colombia, Peru, and Venezuela for sexual exploitation. In addition, Colombian women and adolescent girls are trafficked to Ecuador for sexual exploitation. However, most victims are trafficked within the country's borders.



The Government of Ecuador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, the government passed legislation to close a major legal loophole in the 2005 anti-trafficking law, which had hindered trafficking prosecutions. The government also stepped up prosecutions and investigations of traffickers and intensified training for police, prosecutors, and official personnel. It expanded efforts to raise public awareness and improve protection for victims. The Ecuadorian government committed to combat human trafficking when the former President signed the National Anti-Trafficking in Persons plan in August 2006. The government should strengthen efforts to investigate and convict traffickers, especially in the areas of commercial sexual exploitation of children and child labor. It should continue to work with civil society to train government personnel, raise public awareness, and improve protection for victims.

Prosecution

The Government of Ecuador made significant progress in identifying and punishing acts of trafficking during the reporting period. Its anti-trafficking statute prohibits all forms of trafficking and prescribes punishments of up to 35 years' imprisonment. Since enactment of the law in 2005, trafficking investigations have increased, with more than 100 active investigations now underway. Two separate trafficking prosecutions in 2006, one involving child prostitution and another involving child pornography, resulted in convictions and sentences of 12 years each. Complementing an existing eight-member anti-trafficking police unit in Quito, the government in September 2006 set up a sex-crimes police unit with trafficking responsibilities in Guayas, the most populated province in Ecuador.

Protection

The Ecuadorian government committed more resources to identifying and assisting trafficking victims during the last year. The Victim and Witness Protection Program, administered by the Public Ministry, assisted 27 trafficking victims. Although the Program is not exclusively for trafficking victims, it coordinates government agencies and NGOs in providing victims with shelter, police protection, psychological and medical care, economic and employment assistance, and other services. The government doubled the Program's budget in 2006, and has proposed more funding for 2007. The government also launched a second sheltering project for trafficking victims through a national agency, the Institute for Children and Family (INNFA). Ecuadorian authorities encourage victims to assist in the investigation and prosecution of their traffickers. In August 2006, the government established a 36-member police unit to provide greater protection for trafficking victims and witnesses across the country. There were no reports of victims jailed, deported, or otherwise penalized. Ecuador does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution.

Prevention

The government demonstrated significant prevention and public awareness efforts in 2006. High-level government leaders and politicians, including the former President and First Lady, focused

national attention on the country's trafficking problem, raising it often in national and international speeches. In early 2007, officials from the administration of President Rafael Correa publicly expressed their commitment to fighting human trafficking. In November 2006, the national agency, INNFA, launched a nationwide $1 million anti-trafficking and anti-smuggling education campaign geared toward vulnerable populations across Ecuador. Postcards, stickers, and informational materials have been distributed to schools in every province. The government also produced anti-trafficking billboards, posters, and radio spots over the last year. The Ministry of Tourism launched a national anti-sex tourism campaign in October 2006 that includes 11 government agencies that signed an agreement to eradicate child sex tourism.

EGYPT (Tier 2 Watch List)

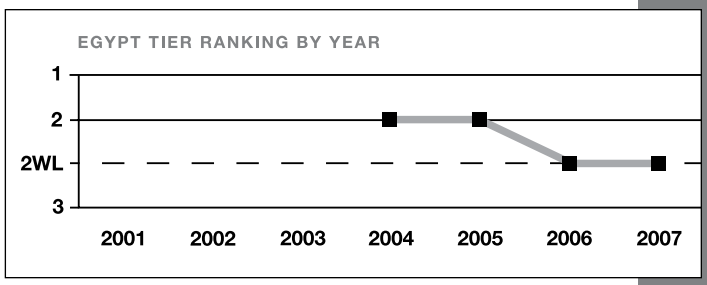
Egypt is a transit country for women trafficked from Uzbekistan, Moldova, Ukraine, Russia, and other Eastern European countries to Israel for the purpose of sexual exploitation, and may be a source for children trafficked internally for commercial sexual exploitation and domestic servitude. Reports indicate that some of Cairo's estimated 1 million street children — both girls and boys — are exploited in prostitution. In addition, wealthy men from the Gulf reportedly travel to Egypt to purchase "temporary marriages" with Egyptian women, including in some cases girls who are under age 18, often apparently as a front for commercial sexual exploitation facilitated by the females' parents and marriage brokers. Some Egyptian cities may also be destinations for sex tourism. Children were also recruited from rural areas for domestic service in cities; some of these children may face conditions of involuntary servitude, such as restrictions on movement, non-payment of wages, threats, and physical or sexual abuse.

The Government of Egypt does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Egypt is placed on Tier 2 Watch List for a second consecutive year for its failure to provide evidence of increasing efforts to combat trafficking in persons, particularly in the area of law enforcement. The government also does not provide rehabilitation aid or other protection services to trafficking victims. Egypt typically returns foreign trafficking victims to their embassies for assistance. Egypt should make a serious effort to increase law enforcement activity against the trafficking of minors, institute formal victim identification procedures to ensure that trafficking victims are not punished or otherwise treated as criminals, and provide protection services for victims.

Prosecution

Egypt made no discernible efforts to prosecute and punish trafficking crimes this year. The Egyptian penal code does not prohibit all forms of trafficking, but the constitution does prohibit forced labor through its Article 13. Other laws, including those against rape and abduction, could be used to prosecute trafficking offenses, but are not. Child domestic workers are not protected by Egypt's labor laws as other child laborers are. The government provided no evidence of investigations, arrests, or prosecutions for trafficking offenses, including involuntary servitude of child domestic servants.

According to media reports, security forces in Sinai rescued four Russian women who may have been victims of trafficking, and returned them to the custody of the Russian embassy pending their deportation. In late April, police in Mahallah el-Kobra arrested 16 individuals in connection with an alleged trafficking ring that obtained women for exploitation in prostitution in the Gulf states. Egypt should significantly increase investigations, prosecutions, and punishments for trafficking offenses, including investigations of allegations of trafficking in children for commercial sexual exploitation and domestic servitude, and the trafficking of foreigners through Egypt. For a third year in a row, the government failed to take any steps to draft a comprehensive anti-trafficking law.



Protection

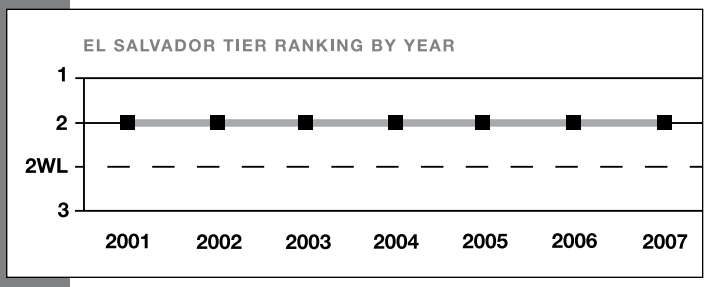
Egypt made no efforts to protect trafficking victims during the reporting period. The government does not offer protection services to victims of involuntary domestic servitude, though it operates a hotline for children to report complaints of abuse. There are reports of police arresting street children for prostitution and treating them as criminals rather than victims. In prisons or detention centers, law enforcement officers may further mistreat these victims through verbal, physical, and sexual abuse. Egypt does not have formal victim identification procedures, so foreign victims of trafficking are detained as illegal immigrants; the government usually delivers possible trafficking victims to their embassies for repatriation. These victims are not offered legal alternatives to removal to countries in which they may face hardship or retribution. The government does not actively encourage victims

to assist in investigations against their traffickers. Egypt should institute a formal mechanism to identify victims and refer them to protection services offered by local NGOs. The government should also cease arresting child victims of commercial sexual exploitation and should support protection services with financial or in-kind assistance.

Prevention
During the year, Egypt made insignificant progress in preventing trafficking in persons. The government did not pursue any anti-trafficking information campaigns or train border police and other law enforcement officials on identifying potential victims of trafficking. The government should institute a public awareness campaign to educate employers on the rights of children working in their homes, and should also educate parents on the consequences of selling their children for domestic servitude or commercial sexual exploitation through temporary marriages.

EL SALVADOR (Tier 2)

El Salvador is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Salvadorans are trafficked to Guatemala, Mexico, and the United States. Salvadoran women and girls are also trafficked internally from rural to urban areas of the country. The majority of foreign victims trafficked to El Salvador are women and children from Nicaragua and Honduras trafficked for commercial sexual exploitation.



The Government of El Salvador does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government took steps to improve victim assistance, and demonstrated more vigorous and better coordinated law enforcement efforts against traffickers. In the coming year, the government should intensify its efforts to convict and punish traffickers for their crimes. It also should provide more victim assistance and promote greater awareness of the trafficking problem, especially among judges and law enforcement personnel.

Prosecution
The Government of El Salvador made strong efforts to prosecute traffickers during the reporting period, but did not secure many convictions over the past year. Article 367B of the Salvadoran Penal Code prohibits all forms of human trafficking and provides for penalties of up to eight years' imprisonment, which are commensurate with those prescribed for rape and other serious offenses. Sentences may be increased by one-third in aggravated circumstances, such as when the victim is a child. The government prosecuted 67 individuals for trafficking in 2006, a nearly four-fold increase from the number prosecuted during the previous year. Prosecutors obtained four convictions with sentences ranging from three to eight years' imprisonment. The police conducted undercover trafficking investigations and secured search warrants to raid brothels and other establishments. In 2006, 74 victims, mostly children, were rescued from trafficking situations. The government should dedicate more resources to such operations. The government should also intensify its efforts to assist and prepare trafficking victims for trial and increase training for judges and other criminal-justice officials on human trafficking. No credible reports of government complicity with trafficking were received during the reporting period.

Protection
The Salvadoran government committed more resources to assisting trafficking victims during the last year. A local NGO, which receives assistance from the government and IOM, sheltered 82 trafficking victims in 2006; this shelter is guarded continuously by police. Children who have been trafficked are referred to ISNA, a national agency that runs a shelter for minors. Both shelters are staffed with doctors, psychologists, and other victim services. Salvadoran authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were no reports of victims being charged, jailed, or otherwise penalized for unlawful acts committed as a result of their being trafficked. Foreign victims are not deported; they face voluntary repatriation with government assistance, though the government provides no legal alternatives to their removal to countries where they face hardship or retribution.

Prevention
The Salvadoran government sustained prevention efforts during the reporting period. The National Committee Against Trafficking in Persons, an inter-agency task force, sponsored information campaigns, press conferences, and trafficking awareness training across the country. Police and other government officials spoke in schools and other forums about the dangers of human trafficking.

EQUATORIAL GUINEA (Tier 3)

Equatorial Guinea is primarily a destination country for children trafficked for the purposes of forced labor and possibly for commercial sexual exploitation, though some children may also be trafficked within the country from rural areas to Malabo and Bata for these same purposes. Children are trafficked from Nigeria, Benin, Cameroon, and Gabon for domestic, farm and commercial labor to Malabo and Bata, where demand is high due to a thriving oil industry and a growing expatriate business community. Reports indicate that there are girls in prostitution in Equatorial Guinea from Cameroon, Benin, Togo, other neighboring countries, and the People's Republic of China, who may be victims of trafficking.

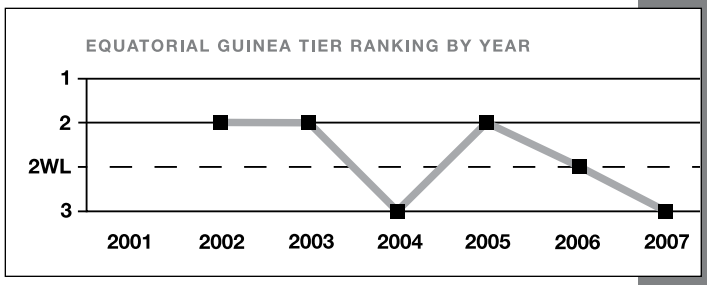
The Government of Equatorial Guinea does not fully comply with the minimum standards for the elimination of trafficking, and it is not making significant efforts to do so. Despite its significant resources, the government failed to investigate and prosecute traffickers and protect victims. However, it did take steps to raise awareness of trafficking. The government has not shown a political commitment to addressing the country's trafficking in persons problem. To demonstrate a credible response to trafficking, the government should: create a specialized anti-trafficking police unit to investigate trafficking complaints; increase efforts to prosecute and convict traffickers; support local NGO efforts to shelter victims; develop a system for referring victims to NGOs; and create mechanisms for collecting trafficking crime and victim data.

Prosecution

The Government of Equatorial Guinea demonstrated insufficient law enforcement efforts to combat trafficking during the reporting period. The government prohibits all forms of trafficking through its 2004 Law on the Smuggling of Migrants and Trafficking in Persons, which carries sufficiently stringent penalties of 10 to 15 years' imprisonment for labor and sex trafficking. However, no one has been prosecuted under this law. The government failed to report any trafficking arrests during the year and did not effectively investigate cases, failing to respond adequately to at least 11 cases reported by civil society activists, foreign embassy officials, and religious orders. If police determined a reported case to be valid, they paid the trafficker a visit, but lacked training and awareness to identify trafficking suspects or victims. The government also failed to investigate allegations that Chinese employers may be recruiting Chinese laborers for construction and confiscating their travel documents to keep them in involuntary servitude. The government funded two 5-day workshops at which 210 law enforcement officers were trained about trafficking. The government also reached out to the international community to request additional law enforcement training.

Protection

The government demonstrated weak and inadequate efforts to provide care for trafficking victims during the year. The Equatoguinean government neither operates victim shelters nor funds the protection efforts of local NGOs, despite its considerable resources. The government also has no system in place for identifying trafficking victims among vulnerable populations and referring victims to NGOs for care. The government failed to provide data on any services it provided to victims. The government does not encourage victims to assist in trafficking or slavery investigations or prosecutions. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. However, victims are not inappropriately incarcerated or fined for unlawful acts as a direct result of being trafficked.



Prevention

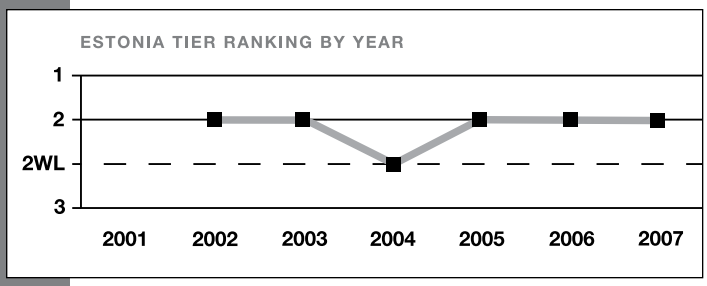
The Government of Equatorial Guinea made progress in raising awareness about trafficking during the year. The government disseminated its 2006 National Action Plan through workshops for over 500 representatives from local, provincial and national government agencies, foreign government and international organization representatives, NGOs, and the media. The government collaborated with UNICEF to educate the public about trafficking. It provided public service time for radio and television announcements, paying for the staff time and production materials for these broadcasts.

ESTONIA (Tier 2)

Estonia is a source, transit, and destination country for men and women trafficked for the purposes of sexual exploitation and forced labor. Estonian women and girls are trafficked to Sweden, Finland, Norway, Denmark, the United Kingdom, Spain, Belgium, Germany, and the Netherlands for purposes of sexual exploitation. Men and women were trafficked from Estonia to the United Kingdom for the purpose of forced labor.

The Government of Estonia does not fully comply with the minimum standards for the elimination of

trafficking; however, it is making significant efforts to do so. Although the number of trafficking investigations, prosecutions, and convictions declined in 2006, Estonia demonstrated continued political will to combat trafficking by implementing its national action plan and increasing its anti-trafficking budget from $14,000 to $96,000; the majority of this money was allocated for victim assistance and trafficking prevention programs. Estonia should boost its anti-trafficking law enforcement efforts and continue to improve coordination efforts with regional counterparts on victim identification and repatriation. Estonia should also consider drafting a trafficking-specific law that incorporates a broader definition of trafficking in persons and is consistent with the 2000 UN TIP Protocol.



Prosecution
Estonian law does not prohibit all forms of trafficking, although the criminal code does prohibit enslavement, abduction, pimping, and a number of other trafficking-related crimes. The penalties for such acts range from five to 15 years' imprisonment, and are commensurate with those for other grave crimes such as sexual assault. In 2006, police conducted three trafficking investigations. Authorities prosecuted one confirmed trafficking case and convicted one trafficker for aiding in the prostitution of minors over the reporting period. The trafficker was sentenced to six months' imprisonment. Nevertheless, the lack of a trafficking-specific law in Estonia created difficulties in accurately quantifying the government's efforts to combat trafficking. For example, foreign governments identified 49 Estonians as trafficking victims in 2006. Although Estonia recognized all 49 as victims of trafficking crimes, the government reported only five of them as trafficking victims in Estonian government statistics.

Protection
Although Estonia significantly improved its victim assistance policies, no victims received state assistance during the reporting period. In accordance with the 2006 National Action Plan, Estonia systemized its support services and increased cooperation between NGOs and national victim support services. During the reporting period, state social workers and victims' assistants provided victim identification and referral training to law enforcement. Estonian authorities do not penalize victims for unlawful acts committed as a direct result of their being trafficked. Estonia encourages trafficking victims to participate in trafficking investigations and prosecutions. In 2006, Estonia amended its law to allow foreign trafficking victims to obtain temporary residency permits during the duration of the criminal investigation and prosecution of their case.

Prevention
The government continued to increase its trafficking prevention efforts during the reporting period. In October, the government provided funding to an NGO operating Estonia's only trafficking dedicated hotline. The government had planned to begin funding the hotline in January 2007, but it stepped in earlier because the hotline ran out of funds in late 2006. The Ministry of Social Affairs conducted 19 lectures to educate the public and government officials on the realities of trafficking; in total, more than 800 people including high school and university students, consular officers, Estonian soldiers deploying abroad, social workers, police, members of women's organizations, prosecutors, and judges attended these lectures. In total, the Ministry of Social Affairs spent $25,000 on awareness raising and victim identification training in 2006.

ETHIOPIA (Tier 2)

Ethiopia is a source country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Rural children and adults are trafficked internally to urban areas for domestic servitude and, to a lesser extent, for commercial sexual exploitation and forced labor, such as in street vending, traditional weaving, or agriculture. Ethiopian women are trafficked primarily to Lebanon and Saudi Arabia for domestic servitude; other destinations include Bahrain, Djibouti, Kenya, Sudan, Tanzania, the U.A.E., and Yemen. Small percentages of these women are trafficked into the sex trade after arriving at their destinations. Small numbers of men are trafficked to Saudi Arabia and the Gulf States for low-skilled forced labor. Some Ethiopian women have been trafficked onward from Lebanon to Turkey and Greece.

The Government of Ethiopia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While Ethiopia's ongoing efforts to detect cases of child trafficking within the country are notable, its weak record of prosecuting these crimes is a continued cause for concern. To further its anti-trafficking efforts, the government should improve the investigative capacity of police and enhance judicial understanding of trafficking to allow for more convictions of traffickers.

Prosecution
While the government's efforts to investigate trafficking cases significantly increased during the

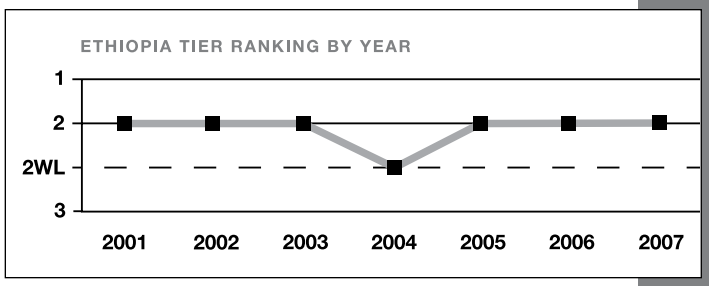
reporting period, prosecution of cases referred to the prosecutor's office remained inadequate. Ethiopia's penal code prohibits all forms of trafficking for labor and sexual exploitation; those violating these statutes face from 5 to 20 years' imprisonment, punishments that are sufficiently stringent and exceed those prescribed for other grave crimes. Proclamation 104/98, which governs the work of international employment agencies, was revised in 2006 and awaits parliamentary ratification. During the year, 925 cases of child trafficking were reported to the police, a significant increase over the previous year. Of these, 67 cases were referred to the prosecutor's office. In September, one trafficker was convicted and sentenced to 13 years in prison and a $596 fine for forcing two children into domestic servitude. Twenty-three cases are pending prosecution, and the remaining 43 were closed for lack of evidence or absconded defendants. During the year, police in Awassa and Shashemene apprehended at least 10 traffickers traveling with children intended for sale to farmers in the Oromiya region. Some local police and border control agents are believed to accept bribes to overlook trafficking.

Protection

Though the government lacks the resources to provide material assistance to trafficking victims, a joint police-NGO child victim identification and referral mechanism operates in the capital. The Child Protection Units (CPUs) in each Addis Ababa police station rescued and collected information on trafficked children that facilitated their return to their families; the CPUs referred 240 trafficked children to IOM and local NGOs for care in 2006. Local police and administrators assisted in the repatriation of trafficked children to their home regions. The government did not provide financial or other support to NGOs that cared for victims. Ethiopian officials abroad received no training on recognizing or responding to human trafficking and remain largely uninformed of the issue. Ethiopia's consulate in Beirut, for example, dispensed limited legal advice to victims and referred them to church and NGO partners for assistance. While authorities did not detain or prosecute repatriated trafficking victims, they made no effort to interview returned victims about their experiences in the Middle East.

Prevention

Ethiopia's efforts to prevent international trafficking increased, but measures to increase awareness of internal trafficking were lacking. In 2006, the Ministry of Labor (MOLSA) licensed 19 additional employment agencies to send workers to the Middle East. In mid-2006, its counselors began offering a pre-departure orientation, providing 8,359 prospective migrants with information on the risks of irregular migration. MOLSA, in conjunction with the Ethiopian consulate in Lebanon, verified and approved labor contracts for 8,200 workers; some



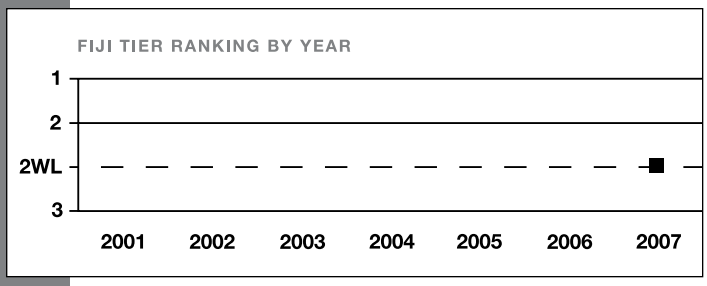
of these contracts reportedly originated from black market brokers rather than legitimate migrants independently securing employment. In late 2006 and early 2007, police apprehended several illegal "employment agents" attempting to deceive potential migrants with fraudulent job offers from the Middle East; the cases are under investigation. The inter-ministerial counter-trafficking task force met monthly during the second half of the year and, in November 2006 and January 2007, conducted two three-day training workshops in Addis Ababa and Nazareth for 105 participants, including high court judges, national labor bureau personnel, and police commissioners. It also gave three 25-minute awareness-raising interviews on national radio. National radio aired IOM's weekly anti-trafficking program and, in December, national television aired a documentary highlighting the problem of trafficking. Ethiopia has not ratified the 2000 UN TIP Protocol.

FIJI (Tier 2 Watch List)

Fiji is a source country for the internal trafficking of children for sexual exploitation and a destination country for women from the People's Republic of China (P.R.C.) and India trafficked for the purposes of commercial sexual exploitation and forced labor. Women from the P.R.C. and India who migrate to Fiji with promises of work in the textile industry are subjected to conditions of involuntary servitude and commercial sexual exploitation. In addition, some Fijian boys and girls are victims of commercial sexual exploitation by Fijian citizens and foreign visitors. Local hotels procure underage girls in prostitution at the request of foreign guests. Taxi drivers and relatives also act as facilitators. Some Fijian children are informally adopted or given to other families to raise — a tradition of child placement that can facilitate trafficking in persons.

The Government of Fiji does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Fiji is placed on Tier 2 Watch List for its significantly increasing problem of trafficking in persons. New data provided over the last year suggests that Fiji is seeing a rise in the trafficking of children for sexual exploitation. Although transnational trafficking is infrequent, it occurs in the context of promised employment in textile factories

and subsequent coerced sexual exploitation. The Fijian government should consider increasing its and the Fijian public's understanding of trafficking through focused public awareness and demand reduction campaigns together with civil society. The government should increase efforts to educate law enforcement and immigration officials about trafficking to increase investigations against traffickers, sex tourists, and exploitative employers.



Prosecution

The Government of Fiji demonstrated some efforts to combat trafficking in persons; however, a lack of training and resources limited law enforcement efficacy. Fiji prohibits sex and labor trafficking through its Immigration Act of 2003, which prescribes punishments that are sufficiently stringent and commensurate with those prescribed for rape. However, there were no prosecutions or convictions during the reporting period. The current interim government began a crackdown on prostitution as part of a "clean-up" campaign and detained several minors and women in prostitution. Law enforcement officials did not recognize minors used in prostitution as victims, nor was there evidence that officials increased investigations or arrests of brothel owners or facilitators or clients of child prostitution. Immigration officials intervened in several cases of P.R.C. citizens who were lured to Fiji with job offers and then forced into sexual exploitation, but officials did not arrest the traffickers and the women were deported. Immigration authorities are beginning to monitor migration patterns for evidence of trafficking. There were no reports of public officials' complicity in trafficking, and there were no reported arrests or convictions of complicit officials.

Protection

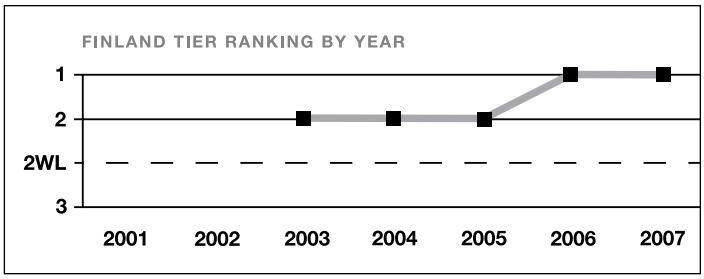
The Government of Fiji demonstrated limited efforts to protect or assist victims of trafficking. Due to severe resource constraints, the government relies on services provided by international organizations or NGOs. The government showed no sign of having a policy or procedures for the identification of victims of trafficking and their referral to protection services. The Government of Fiji did not actively encourage victim participation in the investigation of traffickers, sex tourists, or exploitative employers during the year. There is no legal alternative to removal for victims that may face hardship or retribution in a source country. The interim government quickly deported P.R.C. women in prostitution without attempting to identify them as victims of trafficking. Foreigners who may have been trafficked are detained and deported for unlawful acts such as prostitution or immigration violations. As part of a "clean up" campaign, the current interim government arrested women and children in prostitution. There is no government referral program for victims or training for law enforcement or immigration officials to recognize trafficking or how to treat victims.

Prevention

The Government of Fiji demonstrated few efforts to raise awareness and prevent trafficking in persons in 2006. Prior to the late 2006 coup, the Ministry of Tourism conducted a child protection workshop for hotel workers that included information about underage prostitution. A formal committee, chaired by the Ministry of Justice and including representatives from the police, the Reserve Bank, security agencies, customs, and immigration, has among its responsibilities the coordination of anti-trafficking efforts. However, the committee has not met since the coup. Fiji has not ratified the 2000 UN TIP Protocol.

FINLAND (Tier 1)

Finland is a transit and destination country for women and girls trafficked from Russia for the purpose of sexual exploitation. Women from China, Estonia, Ukraine, Belarus, Moldova, Azerbaijan, and Thailand are also trafficked to and through Finland to Nordic and Western European countries for purposes of sexual exploitation. Finland is a destination country for men and women trafficked from the People's Republic of China, Vietnam, and India for purposes of forced labor; victims are exploited in the construction industry, restaurants, and as domestic servants. In 2006, South Asian men were trafficked through Finland to Western Europe for purposes of forced labor.



The Government of Finland fully complies with the minimum standards for the elimination of trafficking. The government made appreciable progress

over the last year, specifically through increased law enforcement efforts and continued victim identification and referrals to assistance programs. The inter-agency working group held its annual review of government anti-trafficking efforts. In June 2006, Finland amended its criminal code to hold clients criminally liable if they purchase sexual services from a person they know to be a trafficking victim. The government should provide specialized training to reception center psychologists and staff who have contact with victims. Finland should consider creating a formal witness protection program; in July, a victim was abducted prior to her scheduled testimony during her traffickers' trial. The government should also work more closely with source country governments when repatriating victims.

Prosecution

Finland continued to demonstrate vigorous law enforcement efforts during the reporting period. Section 1899-39 of Finland's penal code prohibits all forms of trafficking. Related criminal statutes, such as kidnapping, pimping, and child rape, are also used to prosecute traffickers. The maximum penalty prescribed under Section 1899-39 is seven years' imprisonment; this is sufficiently stringent to deter trafficking and is commensurate with penalties prescribed for other grave crimes. During the reporting period, police conducted six trafficking investigations, up from five in 2005. Prosecutors successfully used Section 1899-39 for the first time to prosecute and convict seven traffickers for the sexual exploitation of 15 women from Estonia. In 2006, 10 traffickers were prosecuted — nine for sex trafficking and one for labor trafficking — a significant increase from four prosecutions in 2005. Moreover, 10 traffickers were convicted in 2006, up from four in 2005. Sentences imposed on convicted traffickers ranged from one to five years. No sentences were suspended. Finland worked closely with Estonian and Russian authorities to investigate and prosecute two trafficking cases.

Protection

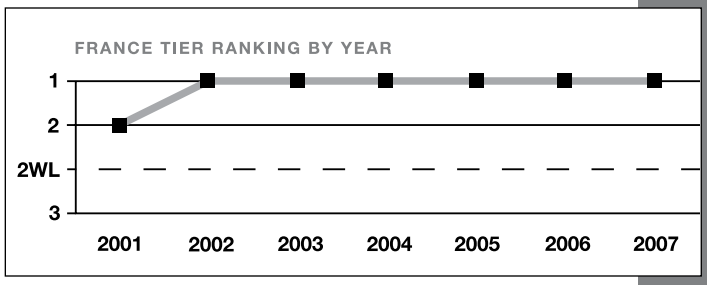
Finland continued to improve its victim assistance over the last year. The government encouraged victims to assist in the investigation and prosecution of trafficking cases and allowed victims to apply for temporary residency. The government provided the majority of funding for anti-trafficking NGOs. In 2006, the government began encouraging trafficking victims to stay in NGO shelters rather than government-run reception refugee centers. Law enforcement and social workers have mechanisms to identify and refer trafficking victims for necessary care. Victims identified by government authorities were not inappropriately penalized.

Prevention

Finland maintained its strong trafficking prevention efforts both domestically and abroad. The government sustained its domestic demand reduction campaign targeted at Finns who travel abroad for sex tourism. Finland continued to provide extensive funding to NGO's and international organization's awareness-raising and prevention programs in five source countries. Authorities monitored immigration patterns and screened applicants at ports-of-entry for trafficking; during the reporting period, authorities concentrated efforts on the detection of Asian trafficking routes. This effort resulted in the successful conviction of a Bangladeshi who was convicted under Section 1899-39 for trafficking eight Bangladeshi nationals through Finland.

FRANCE (Tier 1)

France is a destination country for women and girls trafficked for the purposes of commercial sexual exploitation and forced labor. Romania, Bulgaria, Albania, Nigeria, Sierra Leone, and Cameroon are the primary source countries for women trafficked for sexual exploitation, although increasing numbers of mainland Chinese women and girls are trafficked to France. A majority of the estimated 18,000 women in France's commercial sex trade are probably victims of trafficking. Some women who migrate to France voluntarily for work are deceived or coerced into sexual servitude or debt bondage. During 2006, the ratio of Eastern European sex trafficking victims fell, while the percentages of African, South American, and Asian women trafficked to France increased. The Committee Against Modern Slavery (CCEM) estimated that one-fifth of involuntary domestic servitude cases in France involve abusive employers who are diplomats with diplomatic immunity.



The Government of France fully complies with the minimum standards for the elimination of trafficking. France works closely and proactively with Eastern European countries to combat trafficking. During the reporting period, the French government initiated contacts with some African countries, with the aim of reducing trafficking. The government should enhance training to encourage the vigorous investigation and prosecution of trafficking cases with the anti-trafficking statute when appropriate. The government should continue to aggressively prosecute trafficking cases and ensure that traffickers receive sentences consistent with the heinous nature of the offense.

Prosecution

The Government of France continued progress in combating trafficking in persons during 2006. France prohibits trafficking for both sexual and labor exploitation through Article 225 of its penal code, which prescribes penalties that are sufficiently stringent and exceed those for rape. Prosecutors continued to apply the anti-pimping laws in lieu of the anti-trafficking provision in sex trafficking cases because the prosecutors are accustomed to using them, and because the penalties for both (including cases involving aggravating circumstances) are basically identical. The government reported high numbers of pimping arrests and prosecutions in 2006, but it is unclear how many of these are trafficking cases, since the government does not disaggregate sentencing data by crime. Of 55 persons convicted of "aggravated pimping involving a minor," only eight were convicted solely on this count; seven of those received a prison term, serving an average of little more than 25 months each. The CCEM is currently working on cases for 89 victims of involuntary domestic servitude in various stages of the judicial process, 39 of these cases were new in 2006. In February 2007, 10 traffickers and 41 French "buyers" were convicted and sentenced for "trade in human beings." In April 2007, five members of an extended family network involved in forcing up to 60 homeless people to work under inhumane conditions in Paris and Marseille were sentenced to terms of four years and 1.5 million euro in fines under the anti-trafficking law. There were also two convictions in 2006 of French citizens for sex tourism abroad; they resulted in prison sentences of eight and 10 years. The government increased law enforcement cooperation with Bulgaria and Romania. There was no indication of trafficking-related complicity among French government officials.

Protection

The Government of France continued to protect and assist victims of trafficking in 2006. The government encourages victim participation in the investigation of traffickers, and victims may file civil complaints against traffickers. A trafficking victim who files a complaint against a trafficker or testifies against him or her is eligible for a temporary three-month residency card and a work permit. The temporary card can be renewed for another three months and again for a period of six months. Moreover, an Interior Ministry circular of 2005 authorized authorities not to return trafficking victims to countries where they will suffer mistreatment. The government does not provide information on how many of these permits it issues, as they are provided through mayor's offices and not tabulated nationally. However, the figure in 2005 was over 300 permits issued in Paris alone. If the trafficker is convicted, the victim is eligible for a permanent residency card. Occasionally women in prostitution are arrested and fined for solicitation without being screened to determine whether they are victims. The government and City of Paris fund comprehensive services and long-term shelter facilities for trafficking victims through the Accompaniment Places of Welcome (ALC). The ALC network of 33 NGOs provides victim services in 36 shelters across France. In 2006, the ALC received notifications on 58 trafficking victims in need of shelter and placed 52 victims in 25 shelters with six victims returned to their country of origin.

Prevention

France continued to demonstrate efforts to raise awareness and prevent trafficking in persons in 2006. In early 2007, the government sponsored its first-ever nationwide conference that brought together enforcement officials, magistrates, and NGOs to discuss how better to improve communication and cooperation in protecting victims and preventing trafficking. The government continued its participation in an anti-trafficking awareness campaign that used posters calling attention to the reality that women in prostitution in France may be victims of trafficking. The government also funded television ad campaigns on all the major channels on child prostitution and sex tourism. The government continued funding an NGO-run anti-child sex tourism campaign on Air France flights. In 2006, the Ministry of Tourism instituted a program to combat sex tourism by French citizens and residents. All tourism students in France must do course work on sex tourism. In September 2006, anti-trafficking police officials were assigned to 12 French embassies in countries with well-known sex tourism trades in an attempt to prosecute offenders, raise official awareness of the problem, and increase cooperation with those countries.

GABON (Tier 2)

Gabon is a destination country for children trafficked for the purpose of forced labor. Children are trafficked primarily by boat to Gabon from Benin, Nigeria, Togo, and Guinea, with smaller numbers coming from Sierra Leone, Burkina Faso and Cameroon. Girls are trafficked for domestic servitude, forced market vending, and forced restaurant labor, while boys are trafficked for forced street hawking and forced labor in small workshops.

The Government of Gabon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Progress initiated in 2004 to prosecute traffickers has stalled. To strengthen its response to trafficking, Gabon should increase efforts to prosecute traffickers, develop a system for collecting trafficking crime and victim statistics, and further strengthen victim protection and awareness-raising efforts.

Prosecution

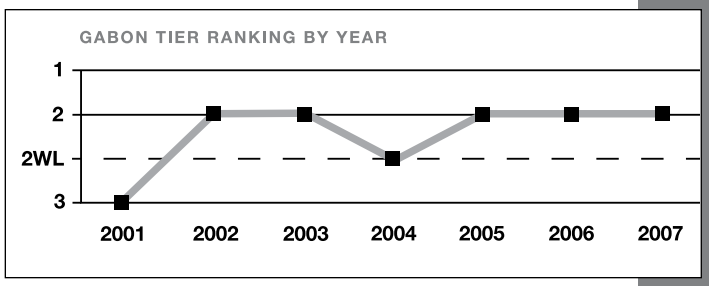
The Government of Gabon demonstrated weak anti-trafficking law enforcement efforts over the last year. Gabon prohibits child labor trafficking through its 2004 Law Preventing and Combating Child Trafficking, which prescribes penalties of 5 to 15 years' imprisonment and a $20,000-40,000 fine. These penalties are sufficiently stringent and commensurate with those for other grave crimes. Gabon also prohibits child trafficking for commercial sexual exploitation. The government did not report any trafficking convictions during the year. Authorities in Gabon report that 12 to 20 trafficking cases are currently at different stages within the judicial system, but specific data on arrests and investigations is lacking. Judges are poorly educated about, and lack access to, Gabon's anti-trafficking law. The government failed to provide law enforcement officials with trafficking training, but encouraged security officials to participate in NGO and international organization training opportunities. The government purchased 10 patrol boats in 2006 to help combat maritime child trafficking into the country; the boats perform regular patrols.

Protection

The government continued to take steps to provide care for trafficking victims during the year. Gabon continued to operate three residential reception centers for trafficking victims. In Gabon's main center, 27 children were received during 2006, though not all were trafficking victims. Of these, eight children remain in the center. In July 2006, acting on a recommendation from UNICEF, the government announced that neighborhood social services centers would be mandated to provide a full range of services for trafficking victims. The government continued to fund and staff a toll-free trafficking hotline, assisted by UNICEF. While the government does not fund the repatriation of foreign victims, it coordinates and organizes repatriations with NGOs, international organizations and foreign embassies. The government actively negotiated bilateral and regional agreements to facilitate repatriation and ensure that repatriated victims are appropriately treated in their home countries. Children are not repatriated if there is no cooperation from the government of the country of origin. The Gabonese government encourages victims to participate in trafficking investigations and prosecutions. The government requires victim testimony for trafficking prosecutions and provides victim care until the prosecution's case is prepared. Victims are not inappropriately incarcerated, fined or penalized for unlawful acts as a direct result of being trafficked.

Prevention

The Government of Gabon made moderate efforts to raise awareness about trafficking during the year. Its Inter-ministerial committee to Combat



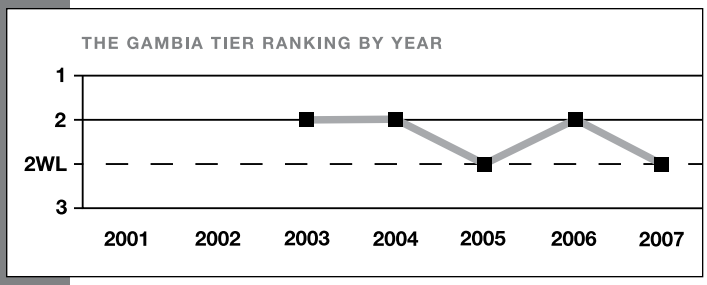
Child Trafficking conducted a trafficking awareness campaign, targeting a fishing neighborhood in Libreville aimed at the employers of child victims. Public media continued to broadcast messages to combat child trafficking and child labor. The cumulative impact of public awareness efforts has been substantial, and, as a consequence, observers report that it is now unusual to see a child engaged in labor in a public market or on the streets. In early 2007 the government drafted an implementation plan for a regional accord against trafficking it had entered into in July 2006. The government contributed some financing and administrative support to international organizations to assist in planning a sub-regional anti-trafficking conference.

THE GAMBIA (Tier 2 Watch List)

The Gambia is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Within The Gambia, women and girls are mostly trafficked for sexual exploitation, in particular to meet the demand for European sex tourism, and for domestic servitude. Boys are trafficked primarily for forced street vending and by religious teachers for forced begging. Transnationally, women, girls, and boys from neighboring countries are trafficked to The Gambia for the same purposes listed above. Primary source countries are Senegal, Sierra Leone, Liberia, Ghana, Nigeria, Guinea-Bissau, Guinea, and Benin. Gambian women and girls are trafficked to Senegal for domestic servitude and possibly for sexual exploitation; Gambian boys are trafficked to Senegal for forced begging. Women and children may be trafficked to Europe. Reports during the year of large numbers of Gambian, Senegalese, and other neighboring country nationals being transported from The Gambia to Spain by boat appear to be predominantly cases of smuggling rather than trafficking.

The Government of The Gambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The Gambia is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to eliminate trafficking over the previous year. To strengthen its response to trafficking, The Gambia

should: increase enforcement of its law against child trafficking; pass its draft law against all forms of trafficking; increase efforts to identify and care for victims, ensuring that trafficking victims are not incarcerated; and adopt its national action plan against trafficking.



Prosecution
The Government of The Gambia made minimal efforts in its anti-trafficking law enforcement efforts during the last year. The Gambia does not prohibit all forms of trafficking, though it prohibits child trafficking through its 2005 Children's Act, which prescribes a sentence of up to life imprisonment — a penalty that is sufficiently stringent. No trafficking offenders, however, have yet been prosecuted under this law. The Department of State for Justice has completed drafting a Human Trafficking Bill, prohibiting all forms of trafficking, that is slated to go before the National Assembly for approval. The government contributed personnel to assist in an NGO-funded child trafficking training for security officials in December 2006 and in a February 2007 NGO-financed training to educate the government's Tourism Security Unit about child trafficking. A senior government official chairs the National Anti-TIP Task Force and was the principal speaker and lead panelist at the February seminar.

The government does not systematically collect trafficking crime data, and consequently did not report any trafficking arrests or prosecutions, though it investigated at least one trafficking case during the year. Border officials continued to ensure that adults bringing children who are not their own into The Gambia have documents showing parental consent. However, when authorities discovered potential traffickers at borders or in The Gambia, they barred them from entry or deported them without taking follow-up action. The government collaborated with NGOs in November 2006 to train child welfare officers about juvenile justice and the Children's Act.

Protection
The Gambian government made modest efforts to provide care for trafficking victims during the year. The Gambia continued to operate the children's shelter it opened in February 2006, and it plans to open a second shelter in the Upper River Region. The government continued to operate its hotline established in 2005. However, because funds available to publicize it are limited, public awareness of the hotline is low and, consequently, few calls have been received. In February 2007, at the Tourism Security Unit training, motorcycles granted to the unit were painted with the hotline number as an advertisement. Once provisions have been made for the hotline to handle urgent requests, the Department plans to publicize it more widely. The government does not encourage victims to assist in trafficking investigations or prosecutions, and it does not provide legal alternatives to victims' removal to countries where they may face hardship or retribution. Victims may be inappropriately incarcerated, fined or penalized for unlawful acts as a direct result of being trafficked. During periodic enforcement raids, police arrest women and children in prostitution without screening them to identify trafficking victims.

Prevention
The Government of The Gambia made modest efforts to raise awareness about trafficking during the reporting period. During the last year, the government contributed personnel and limited resources to NGO-funded public sensitization campaigns on children's rights and topics such as trafficking through radio and television broadcasts, and sessions with children as well as with religious and community leaders. In July 2006, an NGO-sponsored child trafficking forum in Serrekunda featured a lawyer from the Department of State for Justice as the keynote speaker. Although the government established an anti-trafficking task force, it has not met since August 2006. The government has not yet adopted its draft national action plan against trafficking, which was developed in 2004.

GEORGIA (Tier 1)

Georgia is a source and transit country for women and girls trafficked primarily to Turkey and the U.A.E. for the purpose of commercial sexual exploitation. Women and girls from Ukraine, Moldova, Russia, and other former Soviet states are trafficked through Georgia to Turkey, Greece, the U.A.E., and Western Europe. Men are trafficked for the purpose of forced labor; victims are trafficked for the purpose of forced labor in the breakaway regions of Abkhazia and South Ossetia.

The Government of Georgia fully complies with the minimum standards for the elimination of trafficking. Over the past year, the government made considerable progress in the prosecution and punishment of traffickers, protection and assistance for victims, and prevention of trafficking. Georgia developed and implemented a victim-centered national referral mechanism, provided a building

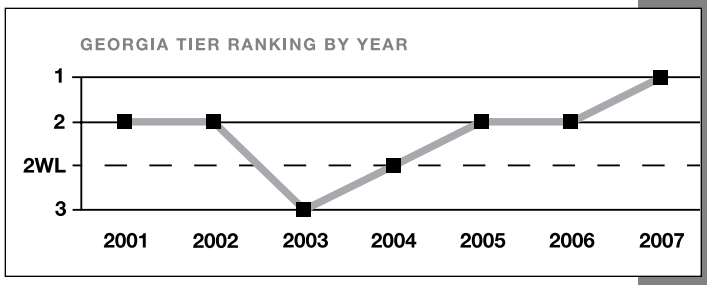
for the country's first trafficking victims' shelter, dedicated on-going funding for victim assistance, passed comprehensive trafficking legislation, aggressively prosecuted and toughened penalties for traffickers, and initiated multiple proactive prevention programs. The government should ensure proactive identification of all potential and returning trafficking victims and ensure consistent implementation of its national referral mechanism.

Prosecution

The Government of Georgia made appreciable progress in its law enforcement efforts during the reporting period. Georgia prohibits all forms of trafficking in persons through its Law on the Fight Against Trafficking in Persons, adopted in April 2006, which prescribes penalties ranging from 7 to 20 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those for other grave crimes. The government investigated 28 cases in 2006, compared with 27 in 2005. Authorities prosecuted 16 cases, up from nine cases in 2005. There were 19 convictions of traffickers in 2006, up from nine convictions in 2005. The government eliminated its use of suspended sentences and toughened sentences imposed on traffickers in 2006. Traffickers received sentences ranging from 4 to 15 years' imprisonment, with an average of 10 years. In response to allegations of forced labor in Kodori Gorge, the government assembled a response team to determine the scope of the problem and launched a criminal investigation into seven cases. Although there were no specific cases of officials complicit in trafficking, the government tackled trafficking-related corruption by investigating and prosecuting 12 cases of passport fraud, convicting five officials with an average sentence of two years.

Protection

Georgia made considerable progress in improving victim protections over the reporting period. The government encouraged victims' assistance in the investigation and prosecution of traffickers, and provided victims with legal alternatives to their removal to countries where they would face hardship or retribution. Victims were not penalized for unlawful acts committed as a result of being trafficked. In 2006, the government developed and established a national victim referral and assistance mechanism to guide and facilitate cooperation among state agencies and NGOs from the identification phase to repatriation or rehabilitation. The mechanism offers protection and assistance to trafficking victims regardless of whether they assist law enforcement authorities. The government identified a greater number of victims during the reporting period: 29 compared with 18 in 2005. In June 2006, Georgia provided $57,000 to a state program for victim protection and assistance, which includes a victim allowance, as well as counseling, legal assistance, and rehabilitation and reintegration services. In July 2006, the government donated a building in Batumi to be used as a trafficking shelter and funded 70 percent of the shelter's operating costs.



Prevention

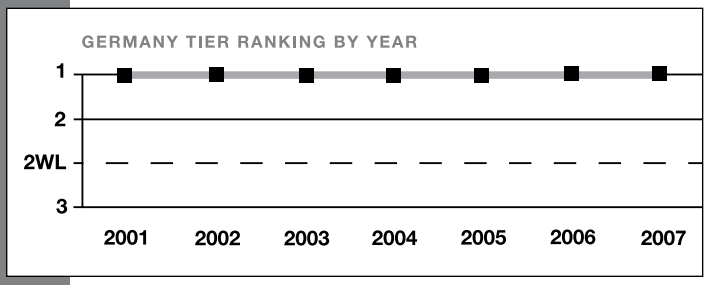
In September 2006, the Government of Georgia established the Permanent Anti-Trafficking Coordination Council, replacing the temporary council established in 2005. The new Council drafted a comprehensive 2007-2008 National Action Plan, which was approved by the President in January 2007. During the reporting period, the government conducted targeted training for government officials, journalists, and high school teachers, trained hotline operators to respond to trafficking-related calls, and launched a comprehensive public awareness campaign utilizing mass media and interactive meetings with target groups. In December 2006, it developed and implemented a unified database to increase interagency coordination and consolidate existing information on traffickers. During 2006, the government printed and distributed 200,000 anti-trafficking brochures at Georgia's main ports of entry.

GERMANY (Tier 1)

Germany is a transit and destination country for men and women trafficked for the purposes of commercial sexual exploitation and forced labor. Victims are trafficked primarily from Central and Eastern Europe (mainly Romania, Russia, and Bulgaria) as well as Africa and, to a lesser extent, Asia. A significant number of victims — almost 18 percent in 2005 — are trafficked internally. In 2005, 51 of the 642 victims identified were children trafficked to Germany for the purpose of sexual exploitation; 28 of those children were German nationals.

The Government of Germany fully complies with the minimum standards for the elimination of trafficking. In May 2006, Germany established a new inter-agency illegal migration analysis and strategy center, in part to coordinate law enforcement efforts against trafficking in persons. Government efforts to prevent sex trafficking during the World Cup Soccer Championship included state-federal law enforcement information sharing, increased police presence

in red light districts, additional police inspections and raids, efforts to raise awareness among hotels, and enhanced cooperation with social institutions and counseling centers. The IOM concluded there was no significant increase in trafficking to Germany during the World Cup, crediting extensive prevention campaigns inside and outside of Germany and an increased police focus. Germany should consider amending its victim protection legislation to include psychological counseling and treatment. Germany should also explore ways, within the parameters of its judicial system, to increase prison sentences for convicted traffickers.



Prosecution
The German government demonstrated adequate law enforcement efforts during the reporting period. Germany prohibits all forms of trafficking; trafficking for sexual exploitation is criminalized in Section 232 of its Penal Code and forced labor is criminalized under Section 233. Other laws are also used to prosecute trafficking cases. Penalties prescribed for trafficking for both sexual exploitation and forced labor range from six months to ten years' imprisonment and are sufficiently stringent and commensurate with penalties for other grave crimes, such as rape. It is common practice for judges to suspend sentences of two years or less for all crimes, including trafficking. In 2005, the most recent year for which data is available, police concluded 317 trafficking investigations. German police launched 370 trafficking investigations in 2004. German authorities prosecuted 183 individuals for trafficking in 2005, compared to 189 prosecutions in 2004. In 2005, 136 traffickers were convicted, including nine under the juvenile justice system. In comparison, 137 adult and four juvenile traffickers were convicted in 2004. Only 42 of the 136 traffickers convicted in 2005 received prison sentences that were not suspended; in 2004, 47 of the 141 convicted traffickers' sentences were not suspended.

Protection
Germany continued to provide good victim assistance and protection over the reporting period. Approximately 25 counseling centers in Germany provided assistance and facilitated victim protection, including shelter. Police continued to effectively implement procedures for identifying victims and referred them to protective services. In 2005, authorities identified a total of 642 victims, of which 527 were from foreign countries. Foreign victims that are illegally present in Germany are granted a four-week reflection period; victims who assist law enforcement with investigations and prosecutions are eligible to stay in Germany for the duration of the trial. The government may grant permanent residence permits to those victims who face hardship or retribution upon return to their home country. Victims are not penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention
Germany continued to demonstrate progress in its trafficking prevention efforts. During 2006, the government continued to fund a number of NGOs performing public awareness both in Germany and abroad. German embassies and consulates in certain source countries conducted outreach, including advocacy for strengthening laws against child sex tourism. The government funded child sex tourism identification training for Guatemalan law enforcement and migration officers. Germany also continued to co-fund an NGO that conducted domestic awareness programs on child sex tourism. Most public awareness campaigns associated with the World Cup received funding from federal, state, or local governments.

GHANA (Tier 2)

Ghana is a source, transit and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking within the country is more prevalent than transnational trafficking and the majority of victims are children. Both boys and girls are trafficked within Ghana for forced labor in the fishing industry, agriculture, mines, quarries, and as porters, street hawkers and truck pushers. Girls are also trafficked within Ghana for domestic servitude and sexual exploitation. Children are also trafficked to and from other West African countries, most notably Cote d'Ivoire, Togo, Nigeria, Equatorial Guinea, and The Gambia, to work as farm workers, laborers, divers, street hawkers, or domestics. Women and girls are trafficked for sexual exploitation from Ghana to Western Europe, from Nigeria through Ghana to Western Europe, and from Burkina Faso through Ghana to Cote d'Ivoire.

The Government of Ghana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Ghana should: strengthen law enforcement efforts against traffickers; increase efforts to provide assistance to victims; ensuring in particular that foreign victims rescued at Ghana's borders are not turned away without assistance; establish the Human Trafficking Board and Fund

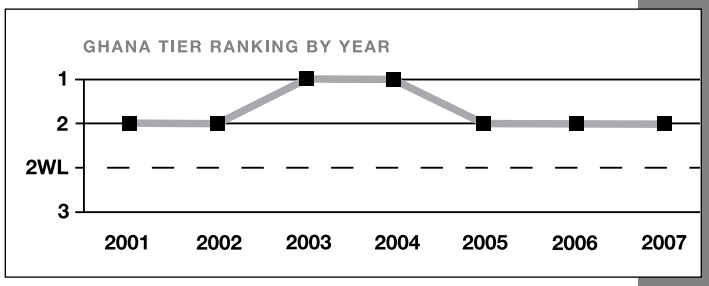
mandated by its 2005 anti-trafficking law; and adopt its national action plan to combat trafficking.

Prosecution

The Government of Ghana increased its anti-trafficking law enforcement efforts during the last year. Ghana prohibits all forms of trafficking through its 2005 Human Trafficking Act, which prescribes a minimum penalty of five years' imprisonment, but no maximum penalty, for all forms of trafficking; this is sufficiently stringent and commensurate with penalties prescribed for rape. In February 2007, the government obtained its first conviction of a trafficker under the 2005 law; the trafficker received a sentence of six years' imprisonment. The government arrested three additional traffickers during the year, releasing two for lack of evidence and prosecuting one. The government launched a nationwide campaign to educate the public about the new anti-trafficking law. In February 2007, the government contributed personnel, venues, transport and other logistical support to a four-day ILO-sponsored workshop on trafficking for military personnel, police, Prisons Service, and Customs, Excise and Preventive Service officers. The government also provided a venue for UNODC-sponsored trafficking training for law enforcement officials. In October 2006, the Ghana Immigration Service created and staffed a position for a trafficking desk officer dedicated to overseeing anti-trafficking operations. A member of Ghana's parliament was indicted by a U.S. court in 2002 for trafficking a Ghanaian woman to the United States for forced domestic servitude; Ghanaian authorities have yet to respond to the U.S. request for the official's extradition, despite repeated U.S. efforts to secure the extradition of the official, who was re-elected to Parliament in 2004.

Protection

The Government of Ghana demonstrated sustained but inadequate efforts to provide care for trafficking victims during the year. The government does not have formal procedures for the identification of victims among vulnerable populations such as persons detained for prostitution or immigration violations, and for their referral to protection services. It continued to contribute utilities and personnel to the private Madina shelter for child trafficking victims. However, this facility, which assisted approximately 75 victims in the last year is too small to meet the full demand for care. The government also operates two children's homes in Accra, where victims can be housed temporarily until they are repatriated, but these homes are stretched beyond capacity. The government plans to improve its protection services once it establishes the Human Trafficking Fund to provide victim assistance. In August 2006, police rescued 46 child victims trafficked within Ghana and officials returned them to their home communities. Government efforts to encourage victims to assist in trafficking investigations or prosecutions are hampered by a lack of coordination between agencies responsible for anti-trafficking activities. While Ghana's anti-trafficking law allows for victims to remain in Ghana if it is in their best interest after their trafficking has been prosecuted, this provision has never been implemented. Most victims of trafficking are not penalized for unlawful acts committed as a direct result of being trafficked, but foreign victims rescued on Ghana's borders are frequently turned away rather than provided with care.



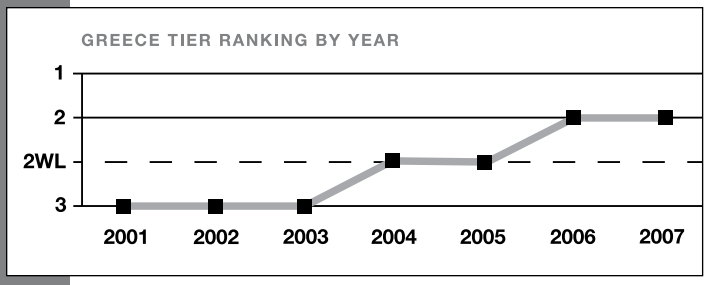
Prevention

The Government of Ghana demonstrated strong efforts to raise awareness about trafficking during the reporting period. The government conducted anti-trafficking media sensitization campaigns and organized workshops. For example, in December 2006, the government held a one-day workshop in Tema to build capacity for community anti-trafficking surveillance teams. In November 2006, MOWAC and the Attorney General's Office held a two-day anti-trafficking workshop in Accra for religious organizations. Although the government has identified a coordinator for the 17-member Human Trafficking Board, the President has not yet signed the order required to establish this body. In June 2006, government officials participated in an ILO-funded workshop to create a national action plan to combat trafficking. Once established, the Human Trafficking Board will approve and implement the plan. Ghana has not ratified the 2000 UN TIP Protocol.

GREECE (Tier 2)

Greece is a transit and destination country for women and children trafficked for the purposes of sexual exploitation and forced labor. Women are trafficked mostly from Russia, the Balkans, Romania, Bulgaria, and Nigeria for the purposes of commercial sexual exploitation and forced labor. Women are also trafficked from Ukraine, Moldova, and Belarus. Some Albanian men are trafficked to Greece for forced labor. Most children trafficked from Albania to Greece are trafficked for forced labor, including forced begging and petty crimes; some are trafficked for the purpose of sexual exploitation. The number of identified trafficked Albanian children declined in 2006.

The Government of Greece does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, Greece allocated more than $1 million for victim assistance and trafficking prevention programs both domestically and in source countries. The government also significantly increased trafficking investigations, prosecutions, and convictions. Despite these improvements, serious concerns remain with regard to current victim identification and protection. Some victims were reportedly prosecuted and incarcerated in detention centers. NGOs should be permitted greater access to all deportation centers to screen for trafficking victims. Authorities should forge stronger collaborative relationships with NGOs, drawing on NGOs' expertise in identifying victims. The government should continue to provide trafficking sensitivity training for judicial authorities to improve the treatment victims receive in court, and it should take steps to ensure that traffickers receive increased sentences. The Memorandum of Cooperation, signed by the government and NGOs in 2005, should be expanded to include more anti-trafficking NGOs and should clarify the role of NGOs and the services available to victims. The government should also increase efforts to compile reliable trafficking statistics.



Prosecution

Greece significantly increased its law enforcement efforts during the reporting period. Greek law 3064, adopted in 2002, prohibits trafficking for both sexual exploitation and forced labor. Penalties prescribed for trafficking include imprisonment of up to 10 years and a fine of $13,000 to $65,000. These penalties are commensurate with those for other grave crimes, such as sexual assault, and are sufficiently stringent. In 2006, police conducted 70 trafficking investigations, up from 60 in 2005, and arrested 206 suspected traffickers, up from 202 arrests in 2005. Authorities conducted 49 prosecutions and obtained convictions of 78 traffickers in 2006, a marked increase from the 9 convictions obtained in 2005. However, sentences imposed on convicted traffickers remained weak; moreover, the majority of convicted traffickers remain free on bail for five to six years while their convictions are appealed. During the reporting period, at least three traffickers were given sentences ranging from 12 to 19 years' imprisonment.

Protection

Greece demonstrated modest progress in its overall efforts to protect trafficking victims. Victim identification continued to be a problem; only 83 trafficking victims were identified by government authorities in 2006, a significant decrease from 137 victims identified in 2005. According to NGO estimates, 13,000 to 14,000 victims are in Greece at any given time. The government continued to implement formal procedures for the identification of victims among vulnerable populations. Based on their November 2005 Memorandum of Cooperation with NGOs, police referred 39 victims to state-run shelters. Some of these eventually moved to NGO-run shelters, where, in 2006, a total of 37 victims received aid, compared to 19 victims in 2005. However, shelters remain underutilized. Concerns remain that victims not officially identified by prosecutors or police remain vulnerable to deportation; in 2006, only 34 of the 83 victims identified received full victim status and 15 victims were granted residence permits. Although the government allocated and dispersed funding to approximately 13 NGOs for victim assistance and rehabilitation, some NGOs reported difficulty in actually receiving the full funding promised. While there were reports of victims being penalized or prosecuted during the reporting period for acts committed as a direct result of being trafficked, some Greek prosecutors waived prosecution of trafficking victims. This year all 83 identified victims assisted in investigations, an improvement over last year.

Prevention

The Government of Greece continued its significant efforts to prevent trafficking and raise awareness. The Secretariat General for Gender Equality completed a national awareness campaign targeting commercial sex procurers, trafficking victims, and citizens. The government distributed IOM and government-produced information cards at ports of entry to alert potential victims about available law enforcement resources; the cards were printed in Greek, English, Russian, and Romanian. The government allocated approximately $600,000 for a prevention project in Albania that will be conducted for the next three years. The government also continued to support NGOs in source countries that conduct trafficking prevention work. Greece has not ratified the 2000 UN TIP Protocol.

GUATEMALA (Tier 2 Watch List)

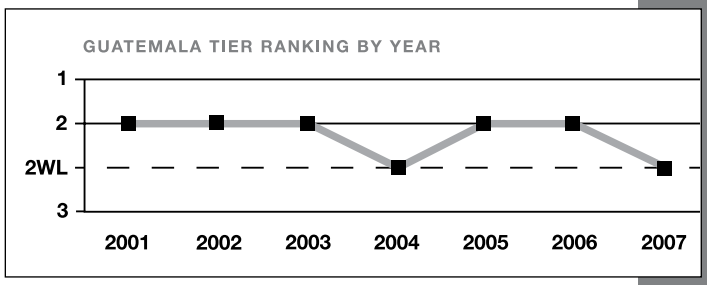
Guatemala is a source, transit, and destination country for Guatemalans and Central Americans trafficked for the purposes of labor and commercial sexual exploitation. Human trafficking is a significant and growing problem in the country. Guatemalans and women and children trafficked through Guatemala from El Salvador, Honduras, and Nicaragua are

subject to commercial sexual exploitation in Mexico, Belize, and the United States. In the Mexican border area, Guatemalan children are exploited for forced labor and begging; Guatemalan men and women are exploited for labor in commercial agriculture. Border areas with Mexico and Belize remain a top concern due to the heavy flow of undocumented migrants, many of whom fall victim to traffickers.

The Government of Guatemala does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Guatemala is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons, particularly in terms of convicting and sentencing human traffickers for their crimes. The government demonstrated its commitment to combating human trafficking by sponsoring victim-targeted public awareness campaigns, promoting much-needed penal-code reforms, leading anti-trafficking cooperation with neighboring countries, and fostering anti-trafficking awareness among government officials through an inter-agency working group. However, the government failed to convict and punish trafficking offenders during the year. It should make every effort to carry out the legislative reforms necessary to effectively address trafficking crimes. The government also should consider providing greater legal protections for foreign trafficking victims, and continue work with NGOs and civil society to improve victim services, especially for adults. Providing additional anti-trafficking training for judges and police, and devoting more resources to anti-trafficking police and prosecutors, are additional goals.

Prosecution

Government efforts to punish traffickers dropped precipitously during the reporting period. Thirty-two trafficking-related cases were filed with the Public Ministry; 28 investigations remain open; no convictions were reported. This represents a significant decrease from last year, when 50 prosecutions and 15 convictions were achieved. Prosecutors continue to face problems in court with the application of Guatemala's anti-trafficking laws, which were amended in 2005 to expand the definition of trafficking and allow for 7- to 16-year prison terms. These penalties are sufficiently stringent and commensurate with those for other grave crimes. Many judges threw out charges under the new statute in favor of better-defined and more familiar offenses, which carry far lighter penalties, mostly fines not accompanying prison terms. Efforts to reform the penal code and develop broader anti-trafficking legislation must address these concerns to ensure that traffickers are convicted and serve serious sentences. The government remained an anti-trafficking leader by cooperating and sharing information with neighboring countries, advocating a regional approach for combating trafficking in persons. But credible reports also indicate that some local officials have facilitated acts of human trafficking by compromising police investigations and raids of brothels, accepting bribes, and falsifying identity documents. The government should take additional steps to identify these corrupt officials and punish them.



Protection

The government's protection efforts remained inadequate. The government does not offer assistance dedicated to victims of trafficking. Child victims received basic care at seven government-run shelters. The government refers most victims to NGOs for services. Guatemalan authorities encourage victims to assist in the investigation and prosecution of their traffickers. While victims' rights are generally respected, foreign adult victims are not provided legal alternatives to removal to countries in which they face hardship or retribution. Last year, 564 aliens, mostly from Central America, were rescued from brothels but then were deported; many were potential trafficking victims. The government also rescued 300 children, who were transferred to NGOs. Due to resource constraints and the volume of migrants in the country, many aliens are simply left at the border; some are potential trafficking victims who fall back into the hands of their traffickers. No meaningful government mechanism for screening potential trafficking victims exists.

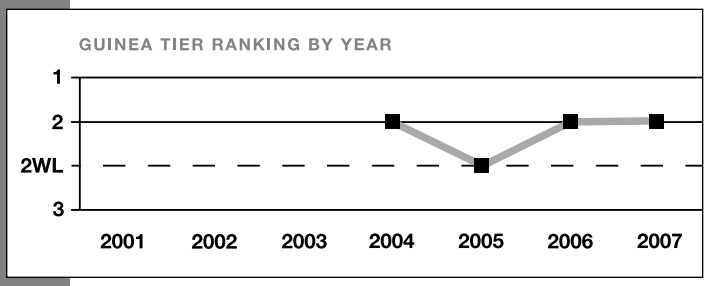
Prevention

The government took solid steps to prevent trafficking during the reporting period. It launched several nationwide public-awareness campaigns to warn potential victims of the dangers of trafficking, featuring posters, brochures, radio broadcasts, and bus advertising. One campaign targeted the country's southern borders with El Salvador and Honduras. The government also supports scholarship programs to keep poor children in school.

GUINEA (Tier 2)

Guinea is a source, transit, and destination country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Guinean children are trafficked within the country mainly from impoverished rural areas of Upper and Middle Guinea; girls are trafficked for domestic

servitude and sexual exploitation and boys are trafficked for forced labor as street vendors, shoe shiners, beggars, and for forced mine and agricultural labor. Guinean women and girls are trafficked abroad to Cote d'Ivoire, Benin, Senegal, Nigeria, South Africa, Spain, and Greece for domestic servitude and sexual exploitation. Girls are trafficked to Guinea from Nigeria, Ghana, Mali, Burkina Faso, Liberia, Senegal and Guinea-Bissau for sexual exploitation and domestic servitude. Guinean men are occasionally trafficked within Guinea for agricultural labor. Some from the People's Republic of China (P.R.C.) women and girls are trafficked to Guinea for sexual exploitation. Organized trafficking networks from Nigeria, China, India, and Greece use Guinea as a point of transit, moving female victims through the Maghreb countries to Europe, notably Italy, Ukraine, Switzerland, and France.



The Government of Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To strengthen its response to trafficking, Guinea should pass legislation prohibiting all forms of trafficking, increase efforts to investigate and prosecute traffickers and rescue victims, with a focus on children subjected to sexual exploitation.

Prosecution

The Government of Guinea made minimal efforts to combat trafficking through law enforcement in the last year. Guinea prohibits all forms of trafficking in persons through separate statutes. Labor trafficking is criminalized through Article 337 of its 1998 Penal Code, which prescribes penalties of six months' to 10 years' imprisonment — penalties that are sufficiently stringent. Forced prostitution and child prostitution are criminalized by Article 329 of its Penal Code, which prescribes penalties of six months' to two years' imprisonment if the trafficked victim is an adult, and two to five years' imprisonment if the victim is a child. These penalties for sex trafficking of adults are not sufficiently stringent and not commensurate with penalties prescribed for other grave crimes, such as rape. The government arrested and jailed a suspected trafficker for attempting to sell his daughter. The police arrested two individuals for trafficking a minor to Liberia for domestic servitude, but the case could not be pursued because the victim denied the charges and asked that the suspects be released. The police are currently investigating two transnational trafficking cases. During the last year, the government continued drafting a law prohibiting all forms of trafficking and a separate law against child trafficking as part of a new child legal code. The government failed to investigate reports that higher level government officials might be protecting some traffickers. Guinea also failed to respond to a report of child commercial sexual exploitation.

Protection

The Government of Guinea continued to make progress in providing care to trafficking victims during the reporting period. Although the government does not operate or fund victim shelters, it liaised with NGOs to place 22 child trafficking victims in foster homes. A government case manager monitored each child's care to ensure that medical and legal services were provided. The government continued to provide free phone service for an NGO-operated 24-hour victim hotline. The government requires that victims participate in trafficking prosecutions before a case may go to trial. Guinea does not provide legal alternatives to the removal of foreign victims to countries where they would face hardship or retribution. Due to lack of crime data, it is unclear whether Guinea inappropriately incarcerates, fines, or penalizes victims for unlawful acts committed as a direct result of being trafficked.

Prevention

The Government of Guinea continued solid efforts to raise awareness about trafficking during the reporting period. The government contributed funding for some costs associated with an ILO study on the number of children in domestic labor, mining, and street vending, or who are associated with drug or arms sales. The National Committee to Combat Trafficking hosted a workshop in July 2006 to evaluate whether Guinea's national action plan is in compliance with ECOWAS' trafficking guidelines, concluding that it does comply. The government has integrated trafficking-relatede issues into the primary school curriculum. The Ministry of Defense, through its own child protection office, has developed a 2007 plan to combat child trafficking. The government continued to contribute personnel, vehicles and other travel resources to an intensive national media campaign against trafficking that it launched jointly with UNICEF in 2005.

GUINEA-BISSAU (Tier 2)

Guinea-Bissau is a source country for children trafficked for the purposes of forced begging and agricultural labor. Most victims are boys (*talibe*) trafficked to West African countries, primarily Senegal, by Koranic school instructors (*marabouts*) or their

intermediaries. The eastern cities of Bafata and Gabu are key source areas and the primary route to Senegal is overland. Parents often agree to send their child with an instructor, falsely believing the child will receive a religious education. However, many instructors offer no education and instead compel children to beg in urban areas for up to 12 hours at a time. If children fail to earn about one dollar per day, they are subjected to physical abuse. Children are also sometimes forced into seasonal agricultural labor on some instructors' plantations.

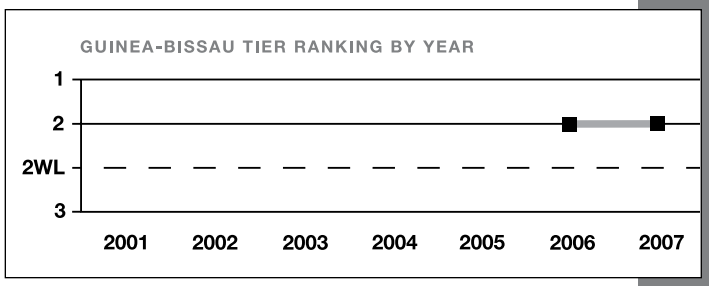
The Government of Guinea-Bissau does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Guinea-Bissau should: draft and pass a law prohibiting trafficking in persons; increase efforts to prosecute traffickers; develop a national action plan to combat trafficking; and strengthen efforts to raise public awareness.

Prosecution

The Government of Guinea-Bissau has demonstrated weak anti-trafficking law enforcement efforts during the last year. Guinea-Bissau does not prohibit all forms of trafficking in persons. During the year, the government detained one *marabout* and some intermediaries who assisted *marabouts* to traffic children, but failed to prosecute them under existing statutes, such as those on kidnapping and child abuse. To combat trafficking, migration officials in Pirada blocked children not accompanied by a parent from leaving the country. Effective law enforcement is hampered by faulty phone service between border police and central police headquarters, lack of vehicles for police who must travel by public bus, lack of payment of police salaries, lack of prisons, and lack of training. Traffickers who are detained by border police and successfully referred to the central police for further action are usually released. Law enforcement efforts against traffickers are also obstructed by cultural and political pressures; politicians have admitted that prosecuting religious instructors who traffic children could be misperceived by a major voting block as action against religious instruction.

Protection

The Government of Guinea-Bissau made significant efforts to provide care for trafficking victims during the year. While the government does not operate victim shelters, it continued to contribute $16,000 per year to an anti-trafficking NGO (AMIC), providing care to trafficking victims. Police and border officials continued to identify and refer victims to AMIC for care. In 2006, police and the Bissau-Guinean embassy in Senegal coordinated with NGOs and IOM to repatriate 92 Bissau-Guinean victims from Senegal and two victims from Guinea-Bissau to Guinea and Senegal respectively. Police and border officials assisted AMIC in locating the parents of repatriated victims. These child victims sometimes lived with the Gabu police commissioner until their parents could be found. Guinea-Bissau's Ambassador to Senegal also housed children who were awaiting repatriation from Senegal, when no alternative could be found. In February 2007, Bissau-Guinean immigration officials on the border with Guinea coordinated with police to rescue 29 Guinean boys. The government does not encourage victims, all of whom are children, to assist in trafficking investigations and prosecutions. Victims are not penalized for unlawful acts committed as a direct result of being trafficked.



Prevention

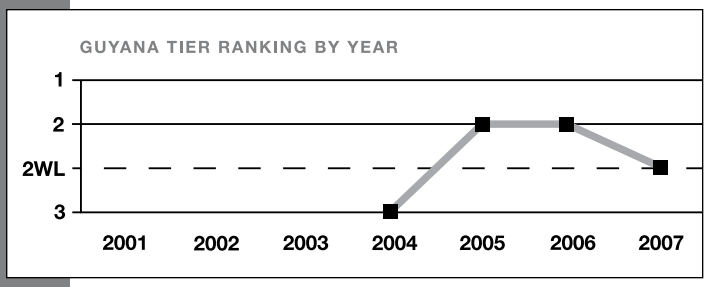
The Government of Guinea-Bissau made solid efforts to raise awareness about trafficking during the reporting period. The government helps to fund radio trafficking awareness campaigns conducted by AMIC, and Guinea-Bissau's Ambassador to Senegal has delivered radio messages warning Muslim communities about trafficking. The government also assists IOM and NGOs to educate repatriated Bissau-Guinean victims and their families about trafficking to avoid re-victimization. The government lacks a national action plan to combat trafficking. Guinea-Bissau has not ratified the 2000 UN TIP Protocol.

GUYANA (Tier 2 Watch List)

Guyana is principally a source country for men, women, and children trafficked within the country for the purposes of commercial sexual exploitation and forced labor. Most trafficking takes place in remote mining camps in the country's interior. Amerindian girls from the interior also are trafficked to coastal areas for sexual exploitation, and young Amerindian men are exploited under forced labor conditions in timber camps. In some instances, victims are abducted. Guyanese women and girls are trafficked for sexual exploitation to neighboring countries such as Suriname, Barbados, Trinidad and Tobago, Venezuela, Brazil, and the United States.

The Government of Guyana does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Guyana is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the past year,

particularly in terms of convicting and sentencing human traffickers for their crimes. In the coming year, the government should aggressively investigate and arrest suspected traffickers, and make every effort to move their cases through the criminal justice system. The government also should expand training for judges and magistrates who handle trafficking cases, especially in remote areas, where the bulk of trafficking occurs.



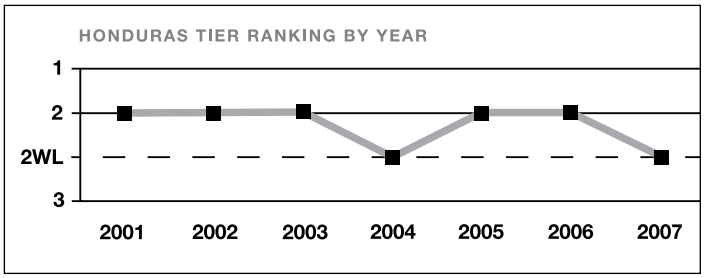
Prosecution
The government made limited law-enforcement progress against traffickers over the last year. The Government of Guyana prohibits all forms of trafficking through its comprehensive Combating of Trafficking in Persons Act, which became law in 2005. This law prescribes punishment ranging from three years to life imprisonment, penalties which are sufficiently stringent and commensurate with those for rape and other grave crimes. However, the government has yet to obtain an anti-trafficking conviction. Six criminal cases were opened against alleged traffickers in 2006: two cases were dismissed, and four are pending. This represents a modest increase from 2005, when three prosecutions were initiated. Prosecutors report that rural magistrates remain unfamiliar with the new trafficking law, and cases tried in the capital move at a slow pace due to the judicial backlog. In the coming year, the government should intensify its efforts to expedite cases against traffickers, as recently emphasized by Guyana's newly appointed Minister of Human Services and Social Security; she has called for speedy trials in trafficking cases, and urged police to do more to encourage reporting of trafficking crimes. Technical training should be expanded to reach officials in rural areas. Guyanese law enforcement officials worked with counterparts in neighboring countries to share information on international trafficking cases and to assist victims. There was reliable evidence of some public complicity in trafficking by lower-level officials, and a conspiracy charge was filed against a police officer for such an offense in 2006.

Protection
The Government of Guyana made modest progress in providing victim assistance during the reporting period. It included limited NGO funding assistance in its 2007 budget and provided training for police and public officials on identifying trafficking victims. In June 2006, six police officers and two officers from the Counter-Trafficking Unit participated in an anti-trafficking training program organized by IOM. Victims' rights are generally respected, and there were no reports of victims being penalized for crimes committed as a direct result of being trafficked. Guyanese authorities encourage victims to assist in the investigation and prosecution of their traffickers.

Prevention
The government sustained prevention efforts during the reporting period. It continued awareness campaigns via print and radio media and launched a widespread anti-trafficking education effort before the Cricket World Cup in April 2007.

HONDURAS (Tier 2 Watch List)

Honduras is a source and transit country for women and children trafficked for the purpose of commercial sexual exploitation. Many victims are Honduran children trafficked from rural areas to urban and tourist centers such as San Pedro Sula, the North Caribbean coast, and the Bay Islands. Child sex tourism is growing in the country. Honduran women and children also are trafficked to Guatemala, Mexico, and the United States. Most foreign victims trafficked into Honduras for commercial sexual exploitation come from neighboring countries; some victims are economic migrants en route to the United States who are victimized by traffickers.



The Government of Honduras does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Honduras is placed on Tier 2 Watch List for its failure to show evidence of increasing efforts to combat human trafficking, particularly in terms of providing increased assistance to victims. In addition, the absolute number of trafficking victims in the country is very significant. According to the government and NGOs, an estimated 10,000 victims have been trafficked in Honduras, mostly internally. Many victims are children subject to commercial sexual exploitation. Tourism in the country also is likely to grow, with an increased number of cruise ships arriving at the country's Bay Islands; reliable sources project a concomitant growth in the local sex trade, particularly child sex tourism. In light of this situation, and because Honduras' new anti-trafficking law is not yet fully enforced, the country's lack

of a stronger law enforcement response to trafficking crimes is of concern. In the coming year, the government should intensify efforts to initiate prosecutions under its new anti-trafficking law to achieve more convictions and increased sentences against suspected traffickers. It should also make greater efforts to increase shelter and victim services.

Prosecution

The Honduran government sustained efforts to investigate human trafficking during the reporting year. Honduras prohibits trafficking for the purpose of commercial sexual exploitation through Article 149 of its penal code and a separate anti-trafficking statute enacted in February 2006, but does not prohibit all forms of trafficking for the purpose of labor exploitation. Honduras' anti-trafficking statutes prescribe penalties of up to 13 years' imprisonment, punishments that are commensurate with those for rape and other serious crimes and are sufficiently stringent. However, the government has not prosecuted any cases under its new anti-trafficking law to date. Last year, the government initiated 24 trafficking-related investigations and 17 prosecutions under old statutes, obtaining eight convictions; this compares with 37 investigations, 17 prosecutions, and 10 convictions in 2005. Of the eight traffickers convicted in 2006, four were sentenced to prison terms, which range from more than 7 to 27 years' imprisonment. The government conducted 27 anti-trafficking training sessions for its civilian police force last year. The government should take steps to prevent accused offenders from fleeing the country while awaiting trial. Under current law, defendants over age 60 are subject to house arrest while awaiting trial; many of these accused offenders, including American citizens, flee or bribe their way out of the country and avoid prosecution. The government also must strengthen efforts to root out any official complicity with human trafficking, which has been reported among lower-level immigration officials and in other sectors.

Protection

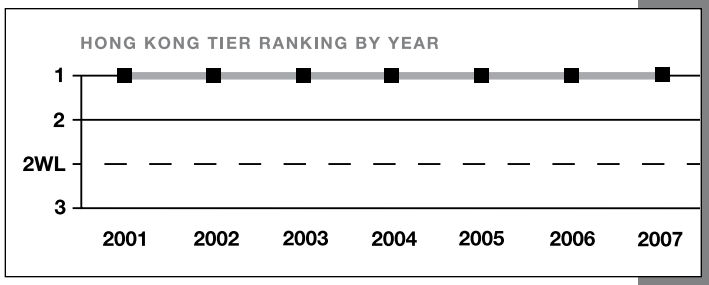
The Honduran government made limited progress in its efforts to assist trafficking victims during the reporting year. It operated no shelters, but referred trafficking victims to NGOs for services. Honduran consular officials in neighboring countries are trained to identify trafficking victims, and assisted Honduran victims by referring them to NGOs for assistance and coordinating their repatriation. Honduran authorities encourage victims to assist in the investigation and prosecution of their traffickers. Victims' rights are generally respected, and there were no reports of victims being penalized for crimes committed as a result of being trafficked. Honduras does not provide legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

Prevention

The government made modest progress in prevention activities during the period. The police conducted 10 anti-trafficking training sessions that reached thousands of Hondurans in 2006. The government relied on NGOs and international organizations for the bulk of its awareness-raising campaigns. Honduras has not ratified the 2000 UN TIP Protocol.

HONG KONG (Tier 1)

The Hong Kong Special Administrative Region (HKSAR) of the People's Republic of China is a transit and destination territory for men and women trafficked for the purposes of commercial sexual exploitation and forced labor. Hong Kong is primarily a transit point for illegal migrants, some of whom are subject to conditions of debt bondage, sexual exploitation, and forced labor. To a lesser extent, Hong Kong is a destination for women from the Chinese mainland, Philippines, Indonesia, and Colombia who travel to Hong Kong voluntarily for prostitution or jobs in restaurants or hotels but are deceived or coerced into sexual servitude. Some of the foreign women involved in Hong Kong's commercial sex trade are believed to be trafficking victims. Estimates of international trafficking victims are modest; there have been many reports of debt bondage and confiscation of documents among women in prostitution — consistent with international definitions of trafficking. A small minority of women from the Philippines and Indonesia who go to Hong Kong to work as domestic servants are subjected to exploitation and conditions of involuntary servitude.



The Government of Hong Kong fully complies with the minimum standards for the elimination of trafficking. The government continued to implement strong anti-trafficking measures including training law enforcement officials, collecting information on suspected cases of trafficking, and conducting undercover operations in establishments with suspected trafficking victims. The government should consider closer collaboration with source countries of women trafficked for prostitution as well as conducting a public awareness campaign aimed at customers.

Prosecution

The Hong Kong government demonstrated continued law enforcement efforts to combat trafficking in 2006. Hong Kong prohibits all forms of traf-

ficking. Sex trafficking is criminalized through the Immigration Ordinance, the Crimes Ordinance, and the Stowaways Ordinance of 1997. Labor trafficking is criminalized through the Employment Ordinance. Penalties for commercial sexual exploitation are commensurate with those for rape, and penalties for all forms of trafficking are sufficiently stringent. There were no prosecutions of trafficking offenses during the reporting period. Ten suspected traffickers were arrested in three different trafficking cases over the last year. Of those involving women forced into prostitution, one individual was formally charged under the Crimes Ordinance specifically for trafficking women to Hong Kong, five were charged with related offenses, and the rest were released as the criminal cases against the traffickers collapsed following the victims' repatriation. During the year, authorities identified an 11-year-old mainland girl who had been sold by her parents to a Hong Kong employer as an unpaid domestic servant. The girl was sent back to her parents, under monitoring of an international agency, and the employer was prosecuted. There was only one report of Filipinos being lured to transit the HKSAR for jobs on the mainland, only to find that recruiters were unable to find jobs for the majority of them. The Labor and Immigration departments were called on to investigate this report. There have been several cases of domestic workers successfully bringing charges against employers for maltreatment, including physical and sexual abuse that resulted in the employer receiving prison sentences. There is no evidence of law enforcement officials' complicity in trafficking in Hong Kong.

Protection

The Government of Hong Kong demonstrated continued efforts to provide protection and assistance to victims of trafficking. Given the low number of documented trafficking victims, Hong Kong's authorities generally refer them to existing social service programs at three government subsidized NGO shelters and one shelter run by the Social Welfare Department. The government encourages victims to assist in the investigation of traffickers and to provide evidence; however many victims were reluctant to do so. Child victims may provide evidence through live television link in court under provision of the Criminal Procedure Ordinance. The Hong Kong government provides legal alternatives to the removal of victims to countries where they may face hardship or retribution. Victims may also initiate civil proceedings for damages or compensation arising from injuries sustained as a result of being trafficked. Hong Kong does not penalize victims for unlawful acts committed as a direct result of their being trafficked. In past cases, women who agreed to act as a witness for the prosecution were as a rule granted immunity and allowed to return to their home country without being charged for any crimes committed as a result of being trafficked. The Hong Kong police have special units to provide for the protection of victims and witnesses of all crimes, including trafficking.

Prevention

Hong Kong increased efforts to raise awareness in 2006. The government launched a publicity campaign to alert visitors to Hong Kong about the dangers of human trafficking through the web pages of the Security Bureau, law enforcement agencies, the Social Welfare Department and Labor Department. To prevent trafficking among foreign workers, particularly domestics, the Labor Department published "guidebooks" in several languages that explain workers' rights, the role of employment agencies, and services provided by the government. These guidebooks are handed out when workers apply for identity documents and are distributed at the airport, district offices, consulates, offices of labor and migrant groups, post offices, and banks. In March 2007, the Social Welfare Department established a 24-hour crisis hotline that improves coordination among various government departments to deal with reports of sexual violence. In December 2006, the Hong Kong authorities participated in the Asian Organized Crime (AOC) Expert Group Meeting, organized by Interpol, which addressed the issue of trafficking from Southeast Asian countries to Western Europe.

HUNGARY (Tier 1)

Hungary is primarily a transit, and to a lesser extent a source and destination country for women from Slovakia, Romania, Ukraine, Moldova, Poland, the Balkans, and China trafficked for the purpose of commercial sexual exploitation to Austria, Slovenia, Germany, Spain, the Netherlands, Italy, France, and the United States. Hungarian women are trafficked primarily to Western and Northern Europe and to North America.

The Government of Hungary fully complies with the minimum standards for the elimination of trafficking. Hungary demonstrated a sustained commitment to fighting trafficking; it significantly improved its victim assistance and protection efforts. Police improved efforts to identify and care for victims. In July 2006, the Hungarian Border Guard was granted the authority to investigate trafficking cases; seven new trafficking investigations were launched as a result. Although the government did not establish a national action plan nor create a central office to coordinate anti-trafficking efforts, it did draft a national anti-trafficking strategy and is expected to present it to Parliament in 2007. The government should continue to provide training for police, prosecutors, and judicial officers and take steps to ensure more convicted traffickers serve time in prison. Police should continue to utilize established victim identification and referral procedures.

The government should work to establish a systematic method to document victims. Hungary should consider measures to reduce the domestic demand for commercial sex acts.

Prosecution

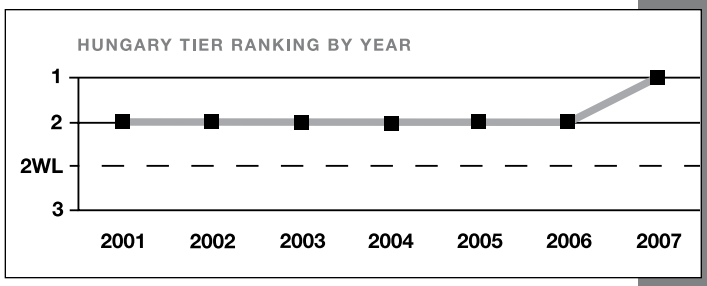
The Hungarian government sustained strong law enforcement efforts over the year. Hungary prohibits all forms of trafficking through Paragraph 175/b of its criminal code, though prosecutors rely on trafficking-related statutes to prosecute most trafficking cases. Penalties prescribed under 175/b range from one to 15 years' imprisonment, which are sufficiently stringent and commensurate with those prescribed for other grave crimes. During the reporting period, police and border guards conducted a total of 22 trafficking investigations, down from 28 investigations in 2005. Authorities prosecuted 23 traffickers in 2006, compared with 27 in 2005. Convictions were obtained against 21 traffickers in 2006; conviction data was unavailable for 2005. Only nine convicted traffickers served sentences ranging from one to five years, while the remaining 12 served no time in prison; this is an inadequate deterrent to trafficking.

Protection

Hungary demonstrated improved victim assistance efforts during the reporting period. Authorities continued to implement the government's victim referral process, established in 2005; 23 victims were referred for assistance, compared with 12 in 2005. The government allocated more than $50,000 to NGOs for victim protection during the year. Police received sensitivity training throughout the year and in January 2006, the Hungarian National Police issued a directive to all precincts providing guidance on the identification and treatment of victims and potential victims to police officers at all levels; several NGOs reported a noticeable improvement in the police's treatment and referral of victims as a result. Historically, poor victim treatment or failure to identify potential victims of trafficking has been an issue among street and low-level police. Victims are not penalized for acts committed as a direct result of being trafficked. There were no reported cases of abuse of trafficking victims by authorities. Although authorities encouraged victims to assist in trafficking investigations and prosecutions, few victims choose to participate due to lack of information provided to victims, language barriers, and fear of retribution by traffickers. Victims are granted a reflection period and subsequently can apply for a six-month temporary residency permit if they choose to cooperate with law enforcement.

Prevention

The government implemented trafficking prevention efforts throughout the year in partnerships with NGOs and IOM. It continued to fund trafficking awareness programs for police, border guards, prosecutors, consular officers, and judicial officials. The government provided partial funding for anti-trafficking education programs in 100 schools, reaching more than 8,000 students.

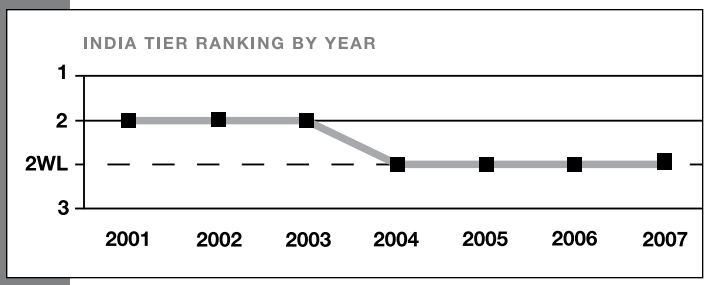


INDIA (Tier 2 Watch List)

India is a source, destination, and transit country for men, women, and children trafficked for the purposes of forced labor and commercial sexual exploitation. India's trafficking in persons problem is estimated to be in the millions. The Ministry of Home Affairs (MHA) estimates that 90 percent of India's sex trafficking is internal. Women and girls are trafficked internally for the purposes of commercial sexual exploitation and forced marriage. Children are subject to involuntary servitude as factory workers, domestic servants, beggars, and agriculture workers. Men, women, and children are held in debt bondage and face involuntary servitude working in brick kilns, rice mills, agriculture, and embroidery factories. India is also a destination for women and girls from Nepal and Bangladesh trafficked for the purpose of commercial sexual exploitation. Bangladeshi women reportedly are trafficked through India for sexual exploitation in Pakistan. Although Indians migrate willingly to the Gulf for work as domestic servants and low-skilled laborers, some later find themselves in situations of involuntary servitude, including extended working hours, non-payment of wages, restrictions on movement by withholding of passports or confinement to the workplace, and physical or sexual abuse. Bangladeshi and Nepali men and women are trafficked through India for involuntary servitude in the Middle East.

The Government of India does not fully comply with the minimum standards for the elimination of trafficking however; it is making significant efforts to do so. India is placed on Tier 2 Watch List for a fourth consecutive year for its failure to show increasing efforts to tackle India's large and multi-dimensional problem. India's anti-trafficking laws, policies, and programs focused largely on trafficking for sexual exploitation and the Indian government did not recognize the country's huge population of bonded laborers, which NGOs estimate to range from 20 million to 65 million laborers, as a

significant problem. Overall, the lack of any significant federal government action to address bonded labor, the reported complicity of law enforcement officials in trafficking and related criminal activity, and the critical need for an effective national-level law enforcement authority impede India's ability to effectively combat its trafficking in persons problem.



In September 2006, the central government responded to the need for a central anti-trafficking law enforcement effort by establishing a two-person federal "nodal cell," responsible for collecting and analyzing data of state-level law enforcement efforts, identifying problem areas and analyzing the circumstances creating these areas, monitoring action taken by state governments, and organizing meetings with state-level "nodal" anti-trafficking police officers. However, this nodal cell does not have the authority to investigate and initiate prosecutions of trafficking crimes across the country, as recommended by India's Human Rights Commission and Indian NGOs.

This year, three state governments established, with substantial U.S. government and UNODC assistance, the first state-level anti-trafficking police units in the country, which has led to an increase in rescues of sex trafficking victims and arrests of traffickers. The central government passed a law in October 2006 banning the employment of children in domestic work and the hospitality industry. In a July 2006 decision, the Supreme Court ruled that the Maharashtra government could proceed with its plan to seal brothels under the Immoral Trafficking Prevention Act (ITPA).

Despite India's huge bonded labor problem, there were no substantial efforts this year to investigate, prosecute, or convict those who exploit bonded labor. Nor did the Indian government take significant measures to prosecute or punish government officials involved in trafficking-related corruption, though it arrested three government officers complicit in trafficking. The government should increase prosecutions and punishments for trafficking offenses, including bonded labor, forced child labor, deceptive recruitment of Indians trafficked abroad, and sex trafficking.

Prosecution

Efforts throughout India to investigate and punish trafficking crimes during the past year were uneven and largely inadequate. The government reported only 27 convictions for trafficking offenses throughout the entire country for 2006. While the government took measures to increase law enforcement against sex trafficking and forced child labor, efforts to combat bonded labor and trafficking-related corruption remained inadequate. The government prohibits some forms of trafficking for commercial sexual exploitation through the ITPA. Prescribed penalties under the ITPA — ranging from seven years' to life imprisonment — are sufficiently stringent and commensurate with those for other grave crimes. A parliamentary committee has completed its review of amendments to the ITPA that afford greater protections to sex trafficking victims and provide stricter penalties for their traffickers and for clients of prostitution. While the Indian government has not yet passed and enacted these amendments which were drafted in 2004, some jurisdictions reportedly have stopped using the ITPA to arrest women in prostitution. India also prohibits bonded and forced labor through the Bonded Labor Abolition Act, the Child Labor Act, and the Juvenile Justice Act. These laws are ineffectually enforced and their prescribed penalties — a maximum of three years' in prison — do not meet international standards.

This year, the government did not make significant progress in investigating, prosecuting, convicting, and sentencing those exploiting bonded labor. Despite the millions of bonded laborers in India, the government reported arresting only three offenders and confirmed rescuing only 26 adult victims this year. India similarly did not report any criminal investigations or prosecutions of labor recruiters using deceptive practices and debt bondage to compel Indians into involuntary servitude abroad; the unchecked behavior of these recruiters contributes to the forced labor of some Indians working abroad.

Efforts to combat forced child labor remained uneven throughout the country, varying greatly from state to state. In October 2006, the government enacted a ban on the employment of children in domestic work or in the hospitality industry, with penalties ranging from three months' to two years' imprisonment and fines — penalties that are not sufficiently stringent. As of December 2006, state governments had identified 1,672 violations of this ban, based on the 23,166 inspections they had conducted. However, the government has not yet reported criminal prosecutions or convictions produced from these administrative measures. The Ministry of Labour and Employment (MOLE) began public campaigns to raise awareness and

prevent child labor, and conducted videoconferences with states to coordinate efforts. Some state and local governments also rescued children from forced labor situations. For example, in New Delhi, police rescued 234 children from embroidery factories and rice mills, although they did not report making any arrests. India did not provide any evidence of convictions for forced child labor, in spite of the hundreds of thousands of children between the ages of 5 and 14 that have been removed from workplaces.

The government conducted at least 43 rescue operations that released 275 victims of commercial sex trafficking from their exploiters; however, these operations were not accompanied with vigorous prosecution of traffickers. The Government of India provided significant in-kind contributions to a two-year U.S. government-funded UNODC project in Maharashtra, Goa, West Bengal, and Andhra Pradesh states, focused on raising the awareness of police and prosecutors on the problem of trafficking, and building the capacity of these police and prosecutors to investigate and prosecute persons involved with trafficking. In contrast to previous years, the government did not arrest potential trafficking victims on solicitation charges during these raids. During the reporting period, India arrested 685 suspected sex traffickers, but there were no reported prosecutions or convictions. The government succeeded in convicting only 27 traffickers across the major trafficking hubs of Andhra Pradesh, New Delhi, Maharashtra, and Tamil Nadu.

According to a study produced by the National Human Rights Commission a majority of traffickers surveyed claimed to rely on corrupt police officers for the protection of their trafficking activities. These officers reportedly continued to facilitate the movement of sex trafficking victims, protect brothels that exploit victims, and protect traffickers and brothel keepers from arrest or other threats of enforcement. In Jammu and Kashmir, authorities charged a deputy inspector-general of the Border Security Force, a former advocate general, a deputy superintendent of police, and two former state ministers with trafficking. In January, an official with the Central Bureau of Investigation was also arrested for complicity in trafficking. While those arrested were awaiting trial, there were no reported prosecutions or convictions of public officials for complicity in trafficking during the reporting period.

Due to the intra-state nature of most of India's sex trafficking, the uneven response from state-level governments, and the lack of effective coordination among state police authorities, India should strongly consider expanding the central MHA office to coordinate law enforcement efforts to investigate and arrest traffickers who cross state and national lines. India should also significantly increase prosecutions of those arrested for trafficking, including employers who exploit forced labor, deceptive labor recruiters, and sex traffickers; and impose strict sentences on those convicted. Similarly, the government should significantly increase its efforts to investigate, prosecute, convict, and sentence public officials who participate in or facilitate severe forms of trafficking in persons.

Protection

India's efforts to protect victims of trafficking remained uneven and, in many cases, inadequate. Victims of bonded labor are entitled to 10,000 rupees ($225) from the central government for rehabilitation, but this program is unevenly executed across the country because state governments are responsible for implementing the program. The government does not proactively identify and rescue bonded laborers, so few victims receive this assistance. Though children trafficked for forced labor may be housed in government shelters and are entitled to 20,000 rupees ($450), the quality of many of these homes remains poor and the disbursement of rehabilitation funds is sporadic. Some states provide services to victims of bonded labor, but NGOs provide the majority of protection services to these victims. The central government reported no protection services offered to Indian victims trafficked abroad for involuntary servitude or commercial sexual exploitation, and it does not provide funding to repatriate these victims. The Government of Kerala, however, appointed nodal officers to coordinate with Indian embassies in destination countries to assist victims from Kerala state. Foreign victims are not offered legal alternatives to their removal to countries in which they may face hardship or retribution. Many victims decline to testify against their traffickers due to the length of proceedings and fear of retribution by traffickers without adequate witness protection from the government.

The Government of India relied heavily on NGOs to assist sex trafficking victims, though it offered funding to these NGOs to build shelters under its Swadhar Scheme. In April 2007, however, India's parliament released a report concluding that the Ministry of Women and Child Development had failed to adequately implement the Swadhar program and another program specifically focused on services for trafficking victims across the country. Government shelters are found in all major cites, but the quality of care they offer varies widely. In Maharashtra, state authorities converted one government shelter into a home exclusively for minor victims of sex trafficking this year, and issued a policy permitting trafficking victims to access any of the 600 government homes throughout the state. The Governments of West Bengal, Tamil Nadu, and Andhra Pradesh also operate similar homes.

Though states have made some improvements to their shelter care, victims sheltered in these facilities still do not receive comprehensive protection services, such as psychological assistance from trained counselors, and many victims are not assisted with long term alternatives to remaining in the shelter. The Government of Andhra Pradesh – the state with the largest number of trafficking victims in the country – now provides 10,000 rupees to sex trafficking victims.

The government should improve its protection efforts by enhancing the quality of rehabilitation services available in government run shelters, increasing protection services for bonded labor victims, and encouraging victims to assist in investigations of their traffickers. India should similarly improve its repatriation procedures to ensure that victims are not re-trafficked or further victimized. To protect Indian nationals trafficked abroad, the government should consider training overseas diplomatic officials in identifying and assisting trafficking victims caught in involuntary servitude, and should extend rehabilitation services to these victims upon their return.

Prevention

India's efforts to prevent trafficking in persons were limited this year. To address the issue of bride trafficking, the government instituted public awareness programs to educate parents on the laws against sex-selective abortions and infanticide, and the negative effect that gender imbalance is causing in parts of India. While the Ministry of Overseas Indian Affairs instituted a system requiring women under the age of 35 going to the Gulf as domestic workers to obtain authorization to leave India, the government failed to provide those traveling overseas with information on common trafficking perils or resources for assistance in destination countries.

The central government did not effectively guard its long, porous borders with Bangladesh and Nepal through which trafficking victims easily enter the country. India also did not take adequate measures to prevent internal trafficking for sexual exploitation or involuntary servitude despite the prevalence of such trafficking to major cities, and increasingly in smaller cities and suburbs. The lack of effective coordination between source and destination states contributed to this problem, underscoring the necessity for a centralized law enforcement authority with intrastate jurisdiction.

INDONESIA (Tier 2)

Indonesia is a source, transit, and destination country for women, children, and men trafficked for the purposes of sexual exploitation and forced labor.

The number of women trafficked to Japan under the guise of "cultural performers" decreased over the past year. Women from West Kalimantan who migrate to Taiwan and Hong Kong as contract brides are often forced into prostitution or debt bondage. A significant number of Indonesian women who go overseas each year to work as domestic servants are subjected to exploitation and conditions of involuntary servitude in Malaysia, Singapore, Saudi Arabia, Japan, Syria, Kuwait, Taiwan, and Hong Kong.

Some of Indonesia's licensed and unlicensed migrant labor recruiting agencies operated in ways similar to trafficking rings, leading both male and female workers into debt bondage and abusive labor situations. Internal sex and labor trafficking is rampant throughout Indonesia from rural to urban areas. The Riau Islands continued as transit and destination points for Indonesian women and girls trafficked for sexual exploitation.

Young women and girls are trafficked from the Riau Islands to Malaysia and Singapore by pimps for short trips. Malaysians and Singaporeans constitute the largest number of sex tourists, and the Riau Islands and surrounding areas operate a "prostitution economy." An alarming number of Indonesians trafficked to Malaysia and Saudi Arabia are subjected to severe physical and sexual abuse. Trafficking of "brides" to Taiwan for sexual exploitation persists. Women from the People's Republic of China, Thailand, Hong Kong, Uzbekistan, the Netherlands, Poland, Venezuela, Spain, and Ukraine are trafficked to Indonesia for sexual exploitation, although the numbers are small compared with the number of Indonesians trafficked for this purpose.

The Government of Indonesia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In April 2007, Indonesia's president signed into law a comprehensive anti-trafficking bill that provides law enforcement authorities the power to investigate all forms of trafficking. The anti-trafficking law provides a powerful tool in efforts to prosecute and convict traffickers and have them face stiff prison sentences and fines. Success will depend on the political will of senior law enforcement officials to use the law and on the quick drafting of the law's implementing regulations. The new law incorporates all major elements suggested by civil society and the international community, including definitions of debt bondage, labor exploitation, sexual exploitation, and transnational and internal trafficking.

Despite the recent passage of this comprehensive anti-trafficking law, the extent of Indonesia's noncompliance with the minimum standards for the elimination of trafficking remains considerable. It

has the region's largest trafficking problem, with hundreds of thousands of trafficking victims, and it has a huge and largely unchecked problem of trafficking-related complicity by public officials. Law enforcement efforts improved over the last year, but remain insufficient, and there has been scant political will shown to provide greater protection to migrant workers at risk of trafficking.

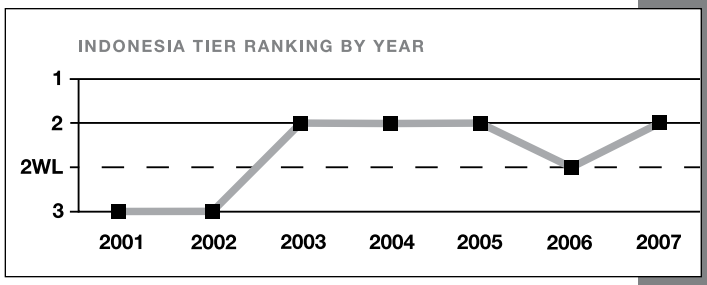
A memorandum of understanding with Malaysia signed in May 2006 ceded basic worker rights to employers making it easier for Indonesians to be trapped in slave-like conditions. The agreement allows Malaysian employers to hold workers' passports, restrict their freedom to return home, deduct up to 50 percent of their negotiated monthly wages to repay loans, and provide no time off. While the Ministry of Manpower conducted crackdowns on illegal activities of migrant manpower agencies, there was no official recognition that Indonesia's migrant worker system lacks measures to protect workers from exploitation or debt bondage. The government should make greater efforts to prosecute and convict public officials who profit from or are involved in trafficking. It is essential that the government implement a migrant manpower recruitment and placement system that incorporates measures to protect workers, rather than benefiting exploitative manpower agencies and employers. The government should also greatly increase its budget for the prevention of trafficking as well as the repatriation, treatment and rehabilitation of victims, relying less on international donors.

Prosecution

The Indonesian government demonstrated improved efforts to combat trafficking in persons in 2006, although the lack of a comprehensive law stymied the effectiveness of these efforts. With the passage and enactment in April 2007 of a comprehensive anti-trafficking law, Indonesia now prohibits all forms of trafficking in persons; the law prescribes penalties of 3 to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with those for other grave crimes. The new anti-trafficking law contains provisions for the prosecution of corporate entities which could be applied to job placement agencies involved in trafficking. Another provision specifically criminalizes trafficking by government officials. The new law will also facilitate anti-trafficking data collection, a chronic problem in Indonesia.

Law enforcement against traffickers increased in 2006 over 2005, with arrests up 29 percent, from 110 to 142; prosecutions up 87 percent, from 30 to 56; and convictions up 112 percent, from 17 to 36. The average sentence in these cases was 54 months. The longest trafficking sentence in 2006 was 15 years, imposed pursuant to the Child Protection Act. The number of women's police desks helping victims increased to 280 in 2006, while national trafficking police investigators nearly doubled to 20, still an inadequate number given the huge size of Indonesia's trafficking problem. Prosecutors with the Transnational Crime Center, which was established in July 2006 to handle high-priority cases of trafficking and terrorism, prosecuted 10 trafficking cases in its first six months of operation. A number of provincial and local laws were also passed to protect women and children against trafficking.

Indonesia posted police liaison officers in Indonesian embassies in Saudi Arabia, Malaysia, Australia, and Thailand to aid in trafficking investigations. Complicity in trafficking of individual security force members and corrupt officials involved in prostitution and sex trafficking remained unchecked. Individual members of the security forces were complicit in trafficking, providing protection to brothels and prostitution fronts or by receiving bribes. The former Indonesian Consul General in Penang, Malaysia, was sentenced to 20 months' imprisonment and fined 100 million rupiah for collecting illegal charges from Indonesian laborers in Malaysia. A former Consul General in Johor Bahru, Malaysia, was arrested for inflating fees for services and abusing authority.



Protection

The Indonesian government increased efforts, at the national and local levels, to protect victims of trafficking in Indonesia and abroad; however, available victim services are overwhelmed by the large number of trafficking victims. The government's policy is to encourage victim participation in investigations against traffickers and not to detain or imprison trafficking victims; however, local government and police practices varied. In some cases police officers treated victims as criminals, subjected them to detention, and demanded bribes from them. Authorities continued to round up and deport a small number of foreign women and girls in prostitution without attempting to identify trafficking victims among them. The government operates four medical centers that treat trafficking victims. The Foreign Ministry operated shelters for trafficking victims and migrant workers at its embassies and consulates in Malaysia, Saudi Arabia, Kuwait, and Singapore. The Indonesian Embassy in Kuala Lumpur, Malaysia, established a

medical clinic in its shelter. The National Agency for the Placement and Protection of Overseas Workers, which began operating in March 2007, is responsible for providing legal protection for Indonesian migrant workers. Headed by a former labor leader, the agency showed promise in its first month by partnering with a local NGO to monitor treatment of migrant workers at Jakarta's international airport. Regulation and monitoring of the hundreds of migrant labor recruiting agencies has been inadequate, with many of these recruiting agencies defrauding and confining workers prior to their departure abroad. A new witness protection law enacted in August 2006 should give prosecutors more leeway in obtaining testimony against traffickers while protecting victims through the use of videotaped testimony. The government began funding the psychological rehabilitation of trafficking victims, a third or more of the cost of medical treatment, and health services in Malaysia. Manpower and national police took initial steps to cooperate in providing protection of trafficked migrant workers by signing a memorandum of understanding which provides for joint enforcement at all transit airports and ports. The government provided an anti-trafficking budget for the first time in 2007, allocating $4.8 million.

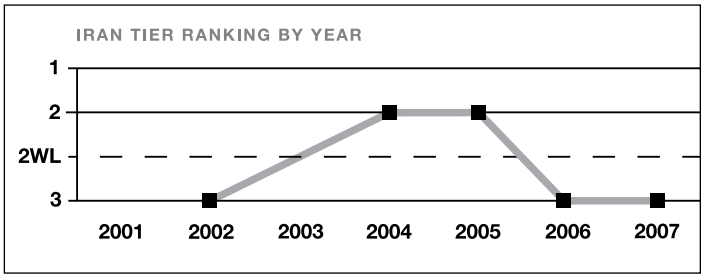
Prevention

The Indonesian government continued e fforts to promote awareness and prevent trafficking in persons in 2006. The government collaborated with numerous NGO and international organization efforts to raise awareness and prevent trafficking in persons. The Women's Ministry conducted awareness-raising efforts in 16 provinces and sponsored a televised public service announcement on private national television stations. Many local task force partnerships of government and civil society organizations contributed greatly to anti-trafficking efforts at the grass-roots level. Limited public education material aimed at stopping child sex tourism was distributed in Bali and Batam. Indonesia has not ratified the 2000 UN TIP Protocol.

IRAN (Tier 3)

Iran is a source, transit, and destination country for women trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Iranian women are trafficked internally for the purpose of forced prostitution and forced marriages to settle debts. Children are trafficked internally and from Afghanistan for the purpose of forced marriages, commercial sexual exploitation, and involuntary servitude as beggars or laborers. According to nongovernmental sources, Iranian women and girls are also trafficked to Pakistan, Turkey, Qatar, Kuwait, the United Arab Emirates, France, Germany, and the United Kingdom for commercial sexual exploitation. Media sources reported that 54 Iranian females between the ages of 16 and 25 are sold into commercial sexual exploitation in Pakistan every day.

The Government of Iran does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Credible reports indicate that Iranian authorities commonly punish victims of trafficking with beatings, imprisonment, and execution. Lack of access to Iran by U.S. government officials prohibits the collection of full data on the country's human trafficking problem and the government's efforts to curb it. Nonetheless, sources report that the Iranian government fails to meet the minimum standards for protection of victims of trafficking by prosecuting and, in some cases, executing victims for morality-based offenses as a direct result of being trafficked. The government should take steps to prevent the punishment of trafficking victims, and should articulate a plan of action to punish traffickers and prevent trafficking in persons.



Prosecution

Iran did not make significant progress in prosecuting and punishing trafficking crimes over the reporting period. The government prohibits all forms of trafficking in persons through its 2004 Law on Combating Human Trafficking. Penalties assigned under this law are generally severe, often involving death sentences for convicted traffickers. During the reporting period, however, the government did not report any prosecutions or convictions for trafficking crimes. Iran similarly did not provide any evidence of law enforcement efforts taken against government officials believed to facilitate trafficking. The government should take steps to significantly increase investigations and prosecutions of trafficking crimes, and to achieve convictions and meaningful sentences in the trafficking prosecutions it initiates.

Protection

The Government of Iran did not improve its protection of trafficking victims this year. The government reportedly punishes victims for unlawful acts committed as a direct result of being trafficked; for instance, victims reportedly are arrested and punished for violations of morality standards such

as adultery, defined as sexual relations outside of marriage. Although it is unclear how many victims are subjected to punishment for acts committed as a result of their trafficking experience, there were reports that child victims of sex trafficking have been executed for their purported crime of prostitution or adultery. Moreover, the government does not offer trafficking victims legal alternatives to removal to countries in which they may face hardship or retribution. Similarly, the government does not encourage victims to assist law enforcement authorities in investigations and prosecutions of trafficking cases. The government runs 28 "health houses" set up by the state-operated Welfare Association to provide assistance to unmarried girls who have run away from their homes and who are at risk of being trafficked. However, girls reportedly are abused in these shelters, even by shelter staff and other government officials. The Government of Iran should take immediate and significant steps to prevent the punishment of trafficking victims and should improve the protection services available to victims.

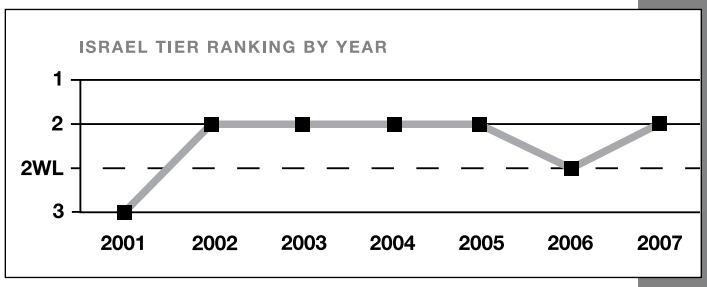
Prevention

During the year, Iran did not report any advances in its trafficking prevention measures. Iran should improve its efforts to prevent trafficking in persons by significantly improving border security with Pakistan and other neighboring countries to which Iranian women and children are trafficked. Authorities should also improve efforts to monitor travel of Iranian women and girls to Middle Eastern countries where they are commonly trafficked for commercial sexual exploitation. Finally, the government should institute a public awareness campaign to warn women and children of the dangers of trafficking. Iran has not ratified the 2000 UN TIP Protocol.

ISRAEL (Tier 2)

Israel is a destination country for low-skilled workers from People's Republic of China (P.R.C.), Romania, Jordan, Turkey, Thailand, the Philippines, Nepal, Sri Lanka, and India who migrate voluntarily for contract labor in the construction, agriculture, and health care industries. Some are subsequently subjected to conditions of involuntary servitude, such as withholding of passports and other restrictions on movement, threats, and physical intimidation. According to the Government of Israel, women working in the health care field are particularly vulnerable to trafficking for involuntary servitude. Many labor recruitment agencies in source countries and in Israel require workers to pay up-front fees ranging from $1,000 to $10,000 — a practice that may contribute to debt bondage and makes these workers highly vulnerable to forced labor once in Israel. Israel is also a destination country for women trafficked from Eastern Europe — primarily Ukraine, Moldova, Uzbekistan, Belarus and Russia — for the purpose of commercial sexual exploitation.

The Government of Israel does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. This year, the government passed crucial amendments to its anti-trafficking law that comprehensively prohibit all forms of trafficking in persons, including involuntary servitude and slavery. In addition, the government extended legal assistance to victims of trafficking for involuntary servitude, and passed a national action plan to combat trafficking for forced labor. Nevertheless, the government still does not provide forced labor victims with adequate protection services, such as shelter, medical, and psychological aid. Israel has not yet reported any criminal prosecutions under its new law for labor trafficking crimes. The government continued, however, to address the issue of trafficking for commercial sexual exploitation by investigating and prosecuting traffickers, and providing victims with shelter and protective services.



Prosecution

The Government of Israel moderately improved its anti-trafficking law enforcement efforts over the reporting period. Israel prohibits all forms of trafficking in persons through its Anti-Trafficking Law that came into force on October 29, 2006. Prescribed penalties under this law range from 16 to 20 years' imprisonment, which are sufficiently stringent to deter and commensurate with those for other grave crimes. During the reporting period, the government conducted 352 criminal investigations of trafficking for commercial sexual exploitation, filed 34 cases in court, and convicted 13 individuals; an additional 43 sex trafficking prosecutions are currently pending. Penalties imposed, some of which resulted from negotiated plea arrangements, ranged from 6 months' to 13 years' imprisonment. In March 2007, the government filed charges against a police officer suspected of complicity in trafficking for commercial sexual exploitation. In addition, Israel cooperated with Ukrainian, Belarusian, Moldovan, and Czech law enforcement authorities to extradite traffickers and break up organized sex trafficking rings.

Prior to passing the new anti-trafficking law criminalizing labor forms of trafficking, the Government of Israel continued to use existing statutes to combat trafficking for involuntary servitude. During the reporting period, the Crime Unit of the Immigration Administration opened 708 criminal cases for fraud and deceit of foreign workers, 77 cases of withholding the passports of foreign workers, and five cases of labor exploitation. Of these, the government filed charges in 10 cases for withholding passports and 43 cases involving fraud by manpower agencies and private recruiters against foreign workers. It is unclear, however, how many of these cases specifically involved trafficking in persons for the purpose of involuntary servitude. The government reported no convictions for involuntary servitude this year, nor did it provide evidence of conducting criminal investigations of manpower agencies for illegally charging recruitment fees, a factor that may contribute to a situation of debt bondage for many foreign workers.

In cooperation with local NGOs, Israel provided anti-trafficking training to judges; government employees who potentially encounter trafficking victims, such as passport control officers and employees in the visa department; and government officials in relevant ministries. The government also specifically trained legal aid officers and other government officials on provisions in the new anti-trafficking law pertaining to trafficking for involuntary servitude.

Protection

Although the Government of Israel made some improvements in its protection of sex trafficking victims over the reporting period, protection of victims of involuntary servitude remained relatively weak. Victims of commercial sexual exploitation are not punished for unlawful acts committed as a result of being trafficked. The Ministry of Social Affairs and local NGOs jointly operate a shelter for victims of sex trafficking. During the reporting period, police, immigration authorities, and NGOs referred 46 victims to the shelter. Victims in this shelter receive medical treatment, psychiatric and social services, stipends, and temporary residency and work permits. Although the government encourages victims of sex trafficking to assist in investigations and prosecutions of traffickers, it now also allows victims to remain in the shelter even if they are not willing or able to testify. Victims are permitted to apply for a one-year extension to their temporary residency permits on humanitarian grounds.

Victims of trafficking for involuntary servitude, however, remain largely unprotected. The government does not offer shelter, medical, or psychological services to these victims, but does assist them in obtaining new employment. Migrant workers who file criminal complaints are not arrested, but they are also not encouraged to assist in investigations against their traffickers. This year, the government's anti-trafficking national coordinator prepared a tool kit for law enforcement authorities to assist them in identifying victims of involuntary servitude. Israel's new anti-trafficking law mandates legal aid for all victims of trafficking to file civil suits against their traffickers; for victims of involuntary servitude, a pilot project will be in place until September 2008. The law also includes broad forfeiture provisions that permit the government to seize traffickers' assets for use in rehabilitation of victims and compensation.

Prevention

The Israeli government sustained its modest efforts to prevent trafficking in persons over the reporting period. The government published brochures informing incoming foreign workers of their rights. These brochures were printed in the workers' native language and outlined their rights and resources for assistance. Israel also continued to monitor its southern border with Egypt for signs of trafficking; reporting period, the Ramon Border Unit prevented the trafficking of 15 women for commercial sexual exploitation through proactive screening of incoming illegal migrants. Israel has not ratified the 2000 UN TIP Protocol.

ITALY (Tier 1)

Italy is a transit and destination country for women, children and men trafficked for the purposes of commercial sexual exploitation and forced labor. Most victims are women and children from Nigeria, Romania, Moldova, Albania, and Ukraine though in smaller numbers there are also victims from Russia, Bulgaria, Latin America, North and East Africa, the Middle East, and China. Children constitute 7 to 10 percent of victims. There has been an increase in Romanian minors trafficked to Italy for sexual exploitation, an unintended consequence of a EU-mandated closure of Romanian orphanages. The number of Roma children trafficked for forced begging has also risen. Men from Poland and the P.R.C. are trafficked to Italy for forced labor, mostly in the agricultural sector.

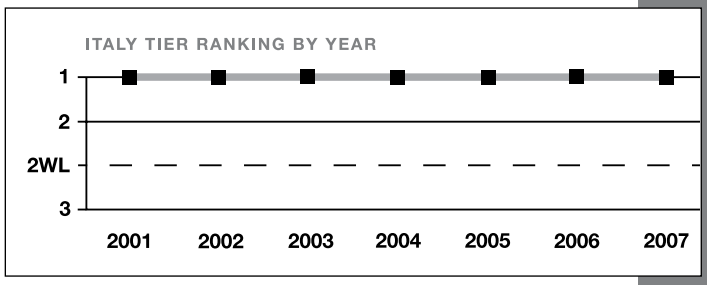
The Government of Italy fully complies with the minimum standards for the elimination of trafficking. Italy has taken aggressive steps to enforce its anti-trafficking laws and to provide protection to victims. To further strengthen further its response to trafficking, Italy should take steps to ensure that Article 18 benefits are administered equally to labor trafficking victims, ensure that victims are not penalized for crimes committed as a result of being trafficked, and launch demand reduction campaigns.

Prosecution

The Government of Italy demonstrated sustained, strong law enforcement efforts to combat trafficking throughout the reporting period. Italy prohibits all forms of trafficking in persons through its 2003 Measures Against Trafficking in Persons law. The prescribed penalty of 8 to 20 years' imprisonment for all forms of trafficking is sufficiently stringent and commensurate with the nation's maximum 12-year prison sentence for forcible sexual assault. In 2006, the government raised the legal minimum age for engaging in prostitution from 15 to 18 years old. In an effort to highlight its concern about forced labor, in November 2006 the government proposed legislation to introduce new penalties for job recruiters who exploit workers. Between October 2006 and January 2007, the government conducted a large-scale anti-trafficking crackdown, "Operation Spartacus," which yielded the arrests of 784 suspected traffickers and led to the opening of investigations of 1,311 persons which are still ongoing. Trafficking investigations in 2005 — the last year for which complete data was available — increased to 2,045 from 1,861 in 2004. One hundred-two trafficking cases were prosecuted in 2005 resulting in the conviction of 125 traffickers and the acquittal of 48 defendants.

Protection

The Italian government sustained strong efforts to protect trafficking victims during reporting period. The government spent 4.3 million euros ($5.82 million) on victim assistance in 2006, financing 77 NGO projects to provide legal services, health care, and counseling to 7,300 women trafficking victims. In 2006, government-funded NGOs also provided literacy courses for 340 victims, vocational training for 430 victims, and employment assistance to 1189 victims. The government funded the repatriation and reintegration of 69 foreign victims and issued temporary residence visas to 927 victims in 2006. Article 18 of the anti-trafficking law allows authorities to grant residence permits and provide protection and job training services to victims of all forms of trafficking, including victims of forced labor, but benefits to date have primarily been given to sex trafficking victims. In 2007, the government extended Article 18 benefits to victims from EU countries. The government encourages victims to assist in trafficking investigations or prosecutions by offering temporary residency permits, though a victim need not assist law enforcement efforts in order to receive a temporary residency permit. In addition, a victim who is a material witness in a court case against a former employer may obtain other employment. Despite the government's efforts to identify all victims of trafficking, some, such as Nigerian women in commercial sexual exploitation, are still deported. The government is investigating allegations by an independent commission that its victim identification measures for immigrants arriving in boats from North Africa are not fully effective. Victims who file complaints against traffickers usually do not face prosecution.



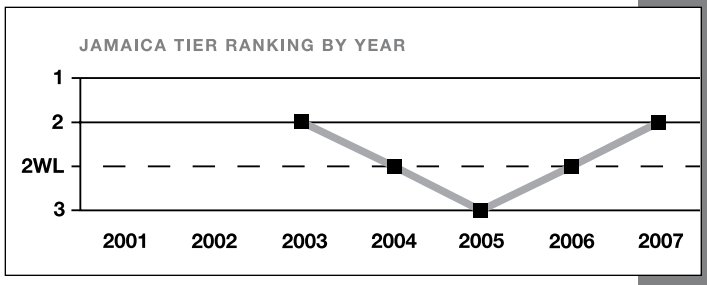
Prevention

The Government of Italy demonstrated strong efforts to educate the Italian public about trafficking during the reporting period. NGOs continued to raise awareness using government-funded materials, including brochures, posters, and TV and radio ads about trafficking. The Minister for Equal Opportunities began implementing a new system at national and regional levels to track national anti-trafficking efforts.

JAMAICA (Tier 2)

Jamaica is principally a source country for women and children trafficked within the country for the purposes of commercial sexual exploitation and forced labor. The majority of victims are Jamaican women and girls, and increasingly boys, who are trafficked from rural to urban and tourist areas for sexual exploitation. Some children are subjected to conditions of forced labor as domestic servants.

The Government of Jamaica does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government enacted comprehensive anti-trafficking legislation and intensified law enforcement and prevention efforts. In the coming year, the government should increase efforts to identify and investigate acts of human trafficking, convict and punish traffickers for their crimes, and improve services for trafficking victims.



Prosecution
The Government of Jamaica increased its law enforcement efforts against human trafficking during the reporting period. In February, the government passed and enacted the Trafficking in Persons Act of 2007, comprehensive legislation that prohibits all forms of trafficking in persons and related offenses such as withholding a victim's passport or receiving financial benefits from trafficking crimes. The new law became effective on March 1, 2007, and prescribes penalties of up to 10 years' imprisonment, which are sufficiently stringent and commensurate with punishments prescribed for other grave crimes. During the reporting period, the government initiated six trafficking prosecutions under older laws; these prosecutions are ongoing. Police also conducted high-profile raids on hotels and 37 suspected sites of sex trafficking; nine trafficking victims were found.

In November 2006, the government launched a comprehensive study of human trafficking, focusing on vulnerable persons and communities, to gain a better understanding of the problem and to set up a system for collection of trafficking data. The government conducted widespread anti-trafficking training of police, prosecutors, and immigration and consular officials during the reporting period. A police Airport Interdiction Task Force, created through a memorandum of understanding between Jamaica and the United States, actively investigates cases of drug trafficking and human trafficking at ports of entry. No reports of public officials' complicity in human trafficking were received in 2006.

Protection
The government's efforts to protect trafficking victims remained limited during the reporting period. Child trafficking victims are referred to government-run shelters, but there are no shelters serving adults. Nonetheless, the government provides medical, psychological, and legal services for all trafficking victims and occasionally places adult victims in hotels or other temporary facilities. Pursuant to the Trafficking in Persons Act of 2007, Jamaican authorities encourage victims to assist in the investigation and prosecution of their traffickers. Victims are not penalized for immigration violations or other unlawful acts committed as a direct result of being trafficked. Jamaica provides temporary residency for foreign trafficking victims and other legal alternatives to deportation or removal.

Prevention
The government stepped up prevention efforts during the reporting period. High-level government officials condemned human trafficking in public statements. In preparation for the Cricket World Cup, the government requested anti-trafficking training and materials from IOM, and pledged to erect anti-trafficking billboards at all ports of entry. Posters advertise 24-hour hotlines to report suspected human trafficking cases. The government also partnered with Air Jamaica to include anti-trafficking information on all flights. The government sponsored two anti-trafficking education events that reached nearly 800 people, and the Bureau of Women's Affairs conducted 21 anti-trafficking workshops for approximately 2,100 people.

JAPAN (Tier 2)

Japan is primarily a destination, and to a lesser extent a transit country for men, women, and children trafficked for the purpose of commercial sexual exploitation. The majority of identified trafficking victims are foreign women who migrate to Japan seeking work, but who are deceived or coerced into debt bondage or sexual servitude. Some migrant workers are reportedly subjected to conditions of forced labor through a "foreign trainee" program. Women and children are trafficked to Japan for commercial sexual exploitation from the People's Republic of China, South Korea, Southeast Asia, Eastern Europe, Russia, and, to a lesser extent, Latin America. Internal trafficking of Japanese minor girls and women for sexual exploitation is also a problem. Over the past year, exploiters of women in Japan's booming sex trade appear to have modified their methods of controlling victims to limit their opportunity to escape or seek help. Many female victims will not step forward to seek help for fear of reprisals by their traffickers, who are usually members or associates of Japanese organized crime syndicates (the Yakuza). Japanese men are involved in child sex tourism in Southeast Asia.

The Government of Japan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Japan showed modest progress in advancing anti-trafficking reforms over the past year. The Japanese government continued implementing reforms initiated in 2005 through its national plan of action and its inter-ministerial committee on trafficking in persons, though progress appeared to slow during the reporting period.

While prosecutions and convictions under Japan's 2005 trafficking in persons statute increased significantly this year, fewer victims of trafficking were identified and assisted by Japanese authorities. The 58 victims found by the government in 2006 were less than half the number identified in 2005. NGOs and researchers agreed that the number of actual victims probably greatly exceeded government statistics. Some observers attribute this drop in part to a move of more exploitative sex businesses underground. The government should direct a more proactive law enforcement campaign to investigate suspected sites of commercial sexual exploitation in order to identify and assist a far greater number of

trafficking victims and sustain progress in punishing trafficking offenders. The government should make greater efforts to investigate the possible forced labor conditions of workers in the "foreign trainee" program, the domestic sexual exploitation of Japanese women and children, and the use of fraudulent marriage as a mechanism for human trafficking. The government should also cooperate more closely with specialized NGO shelters to provide counseling services to victims of trafficking, and focus additional resources on preventing child sex tourism by male Japanese travelers.

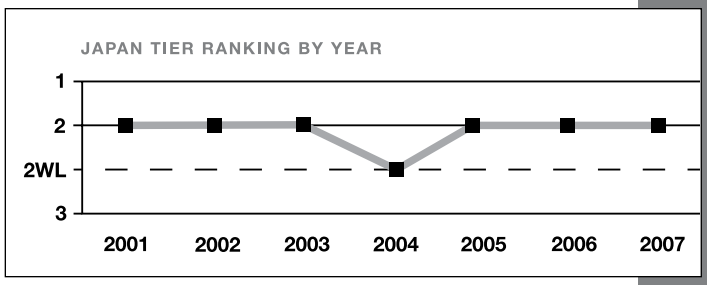
Prosecution

The Government of Japan's efforts to punish acts of trafficking increased over the last year. Japan's 2005 amendment to its criminal code and a variety of other criminal code articles and laws, including the Labor Standards Law, the Prostitution Prevention Law, the Child Welfare Law, and the Law for Punishing Acts Related to Child Prostitution and Child Pornography criminalize trafficking and a wide range of related activities. However, it is unclear if the existing legal framework is sufficiently comprehensive to criminalize all severe forms of trafficking in persons. The 2005 criminal code amendment prescribes penalties of up to seven years' imprisonment, which is sufficiently stringent. Application of these statutes, however, has been hindered by the difficulty of establishing the level of documentary evidence required for proving a trafficking crime. In 2006, 78 trafficking suspects were arrested; 17 cases prosecuted; and 15 trafficking offenders convicted under the 2005 statute. This is a significant increase from the few prosecutions and one conviction obtained in 2005. Of the 15 convictions in 2006, 12 offenders received prison sentences ranging from one to seven years; three offenders received suspended sentences. Two prosecutions were initiated for labor trafficking in 2006 and are ongoing. The government should take more initiative in investigating businesses suspected of human trafficking and in building cases against traffickers. The government should also revise the child pornography law to criminalize the access, purchase, and possession of child pornography. The fact that it is legal to purchase and possess child pornography in Japan contributes to the global demand for these images, which often depict the brutal sexual abuse of children.

Protection

In spite of increased government efforts, the effectiveness of victim protection declined during the reporting period. Law enforcement authorities only identified 58 victims in 2006, down from 117 identified in 2005. This small number is significantly disproportionate to the suspected magnitude of Japan's trafficking problem, which is estimated to greatly exceed government statistics. This may be due, in part, to traffickers moving their activities underground, but NGOs working with trafficking victims claim that the government is not proactive in searching for victims among vulnerable populations such as foreign women in the sex trade.

Victims in Japan are provided temporary residency and encouraged to assist in the investigation and prosecution of traffickers but are not offered longer-term legal alternatives to their removal to countries where they may face hardship or retribution. The Japanese government funded the IOM-assisted repatriations of 50 victims last year. The government relied on domestic violence shelters — Women's Consultative Centers — in each of Japan's 47 prefectures to provide shelter for identified victims; the government referred few victims to dedicated trafficking shelters run by NGOs — a change since 2005, when many victims were referred to these NGO facilities. The Women's Consultative Centers have been criticized as inadequate for the care of foreign trafficking victims, offering in-house counseling only in the Japanese language and offering no special services to address the unique trauma of trafficking and the cultures of the victims. Some victims were not appropriately identified by Japanese authorities and, as a consequence, were treated as violators of Japanese immigration or prostitution statutes and penalized instead of being protected as victims of human trafficking.



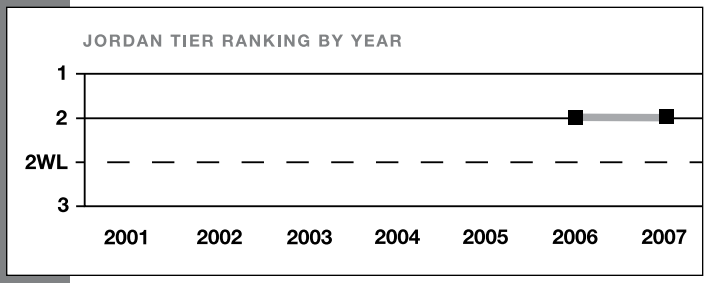
Prevention

The Japanese government increased its efforts to prevent trafficking in persons, both at home and in source countries, over the reporting period. The government's inter-ministerial committee oversaw the expanded dissemination of 500,000 copies of a brochure that provides victims and potential victims with information on seeking help from the government or NGOs in the languages of all the nationalities of identified victims. Tightened visa restrictions significantly reduced the number of identified victims who enter Japan with "entertainment" visas, from 68 in 2005, to 18 in 2006. The government also expanded a public awareness campaign started in 2005 aimed at the demand for commercial sexual exploitation; 25,000 posters highlighting the link between prostitution and sex trafficking were circulated nationwide. The government donated $200,000 to UNICEF for a child trafficking prevention campaign in Central Asia, as well as $2 million to an ILO project for anti-traffick-

ing efforts in Thailand and the Philippines. Because Japan's Diet has not ratified the umbrella UN Transnational Organized Crime Convention, Japan has not officially ratified the 2000 UN TIP Protocol.

JORDAN (Tier 2)

Jordan is a destination and transit country for women and men from South and Southeast Asia trafficked for the purpose of labor exploitation. Women from Bangladesh, Sri Lanka, Indonesia, and the Philippines migrate willingly to work as domestic servants, but some are subjected to conditions of involuntary servitude, including withholding of passports and other restrictions on movement, extended working hours, non-payment of wages, threats, and physical or sexual abuse. In addition, Chinese, Indian, Sri Lankan, and Bangladeshi men and women face conditions of involuntary servitude in factories in Jordan's Qualified Industrial Zones (QIZs); these workers encounter similar conditions of forced labor, including withholding of passports, non-payment of wages, extended working hours, lack of access to food, water, and medical care, and physical or sexual abuse. Jordan may serve as a transit country for South and Southeast Asian men deceptively recruited with fraudulent job offers in Jordan but instead trafficked to work involuntarily in Iraq.



The Government of Jordan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Though the government made noticeable efforts under its labor laws to investigate trafficking offenses, Jordan failed to criminally punish recruitment agents or factory managers who induced workers into involuntary servitude. In May, the Ministry of Labor established a Directorate for Foreign Domestic Workers, and in November, the Ministry of Foreign Affairs appointed an anti-trafficking in persons coordinator in the Human Rights Directorate. The government should continue to enforce existing laws that address trafficking-related offenses. The government should ensure that victims are adequately protected and not deported, detained or otherwise punished as a result of being trafficked or having reported a crime committed against them.

Prosecution

During the reporting period, Jordan took insufficient steps to criminally punish trafficking offenses. Jordan does not specifically prohibit all forms of trafficking in persons, but the government prohibits slavery through its Anti-Slavery Law of 1929. Prescribed penalties of up to three years' imprisonment under this statute, however, are not sufficiently stringent or adequately reflective of the heinous nature of the crime. The government can use statutes against kidnapping, assault, and rape to prosecute abuses committed against foreign workers. The penalties that perpetrators are subject to under all the laws can be sufficiently deterrent if properly enforced.

This past year, the government reported receiving 40 complaints filed by foreign domestic workers for physical or sexual abuse by their employers, but of these cases, only two employers were convicted; the sentences imposed were only two to three months' imprisonment. Seven employers were found innocent, one case was dropped, and another 24 cases are still pending in courts. Despite well-documented evidence of serious cases of forced labor or involuntary servitude in the QIZs, the government responded primarily administrative penalties; labor inspectors cited 1,113 violations, issued 338 warnings, and closed eight factories permanently. Only three factory managers were criminally prosecuted for abusing workers, and none were adequately punished. Twenty police officers were trained this year in anti-trafficking techniques. Jordan should significantly increase criminal prosecutions for trafficking offenses.

Protection

Jordan made modest efforts to protect trafficking victims this year. The government neither encourages victims to assist in investigations against their traffickers nor provides them with legal alternatives to removal to countries in which they may face hardship or retribution. Foreign domestic workers who run away from their employers are sometimes falsely charged by their employers. In addition, victims of sexual assault, including foreign domestic workers, may be put into "protective custody" that often amounts to detention. Jordan does not operate a shelter for trafficking victims. In the QIZs, the government moved 3,000 workers who were identified as trafficking victims into better working conditions; nonetheless, none of these victims were provided with medical or psychological assistance.

Prevention

Jordan made notable progress in preventing trafficking in persons this year. The Ministry of Labor, in collaboration with UNIFEM and the Adaleh Center for Human Rights, launched a media campaign to increase awareness of trafficking of foreign domestic workers. In addition, Jordan and UNIFEM estab-

lished standardized contracts for domestic workers that delineate their rights and which are enforceable in Jordan. The Ministry of Labor also distributes UNIFEM-produced literature on the rights of foreign domestic workers in its offices and requires recruitment agencies to provide these booklets to workers in their own language upon their arrival. The government did not pursue similar measures for workers in the QIZ factories, but the Ministry of Labor commissioned an independent third party audit team to assess the situation in the factories so that it could respond appropriately. Jordan has not ratified the 2000 UN TIP Protocol.

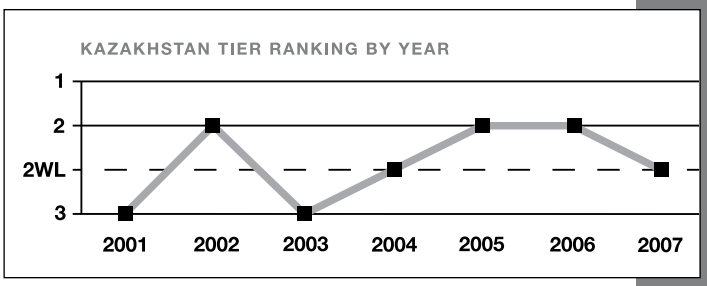
KAZAKHSTAN (Tier 2 Watch List)

Kazakhstan is a source, transit, and destination country for men and women from Uzbekistan, Kyrgyzstan, Tajikistan, and Ukraine trafficked to Russia and the U.A.E. for purposes of forced labor and commercial sexual exploitation. Kazakhstani men and women are trafficked internally and to the U.A.E., Turkey, Israel, Greece, Russia, and Germany for purposes of sexual exploitation and forced labor.

The Government of Kazakhstan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kazakhstan is placed on Tier 2 Watch List because it failed to provide evidence of increasing efforts to combat trafficking from the previous year, specifically efforts to convict and sentence traffickers to time in prison and efforts to provide adequate victim assistance and protection. Kazakhstan convicted only one trafficker in 2006, a significant decrease from 13 convictions in 2005. Legislative amendments enacted in March 2006 were expected to improve the government's ability to convict traffickers and increase the amount of resources devoted to victim protection. Despite implementation of the Law on Social Assistance, passed in April 2005, which provided a mechanism to allow the government to provide grants to NGOs, government funding for anti-trafficking NGOs remained nominal. Government resources devoted to victim protection remain insufficient. The government should: improve efforts to investigate, prosecute, convict, and sentence government officials complicit in trafficking; increase the number of trafficking convictions and ensure convicted traffickers serve some time in prison; continue to provide labor trafficking and victim identification training to law enforcement officers; ensure trafficking victims are not punished; and provide some financial assistance for trafficking shelters.

Prosecution

Kazakhstan prohibits trafficking in persons for both labor and sexual exploitation through Articles 128 and 133 of its penal code, which prescribes penal-



ties of up to 15 years' imprisonment, and which are sufficiently stringent and commensurate with those prescribed for other grave crimes. Police conducted 13 trafficking investigations in 2006, down from 29 in 2005. In 2006, authorities initiated seven trafficking prosecutions, up from five cases prosecuted in 2005. A conviction was obtained against only one trafficker in 2006, compared with 13 convictions obtained in 2005. Sentencing data was unavailable for 2006. The Ministry of Internal Affairs conducted 80 training events for police officers, primarily through the Anti-Trafficking Training Center, and for prosecutors and judges on techniques for detecting, investigating, prosecuting, and adjudicating trafficking cases. Kazakhstan conducted several joint trafficking investigations with various governments. There was evidence of complicity in trafficking by individual border guards, migration police, prosecutors, and police. The government should increase efforts to investigate and prosecute the officials suspected of complicity. The government investigated 32 police officers for issuing fraudulent documents in 2006; it did not make the results of these investigations public. No officials were prosecuted, convicted, or sentenced to time in prison for trafficking complicity in 2006.

Protection

Government efforts to assist and protect victims improved over the reporting period, however, additional resources should be devoted to assisting trafficking victims. The comprehensive anti-trafficking law passed in March 2006 provides identified victims with temporary residency and relief from deportation. The law also ensures that victims are not penalized for unlawful acts committed as a direct result of being trafficked. Some unidentified victims were detained in jail and prevented from leaving the country for periods ranging from a few days to several months while their claims were examined. Some unidentified victims may have been fined or deported. The government permitted identified victims to remain in Kazakhstan for the duration of the criminal investigation. Many victims refuse to testify for fear of retribution. Kazakhstan has not devoted sufficient resources to effectively provide protection to identified trafficking victims. Local law enforcement has a mechanism to refer victims to crisis centers and NGOs for assistance and shelter. Upon return to the country, border police referred and repatriated Kazakhstani

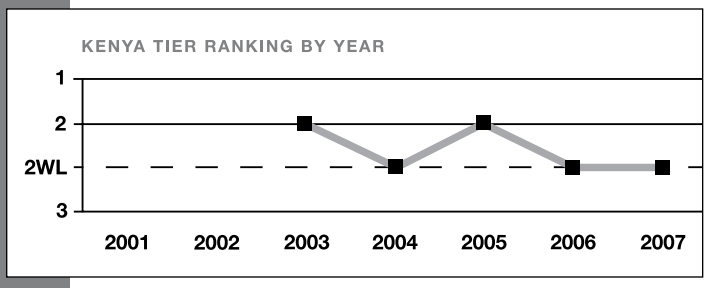
victims to NGOs. In 2006, the government provided financial assistance to victims trafficked abroad. Some local governments provided some in-kind assistance to NGO trafficking shelters.

Prevention

The government conducted active public awareness efforts. In 2006, more than 1,900 articles on trafficking were published in state-run national and regional newspapers and 800 segments were broadcast on radio and television. Surveys show significant public awareness of the dangers of trafficking. Law enforcement officials met with community groups to discuss trafficking. Law enforcement regularly inspected labor recruitment and tourism agencies to verify their legitimacy. Kazakhstan has not ratified the 2000 UN TIP Protocol.

KENYA (Tier 2 Watch List)

Kenya is a source, transit, and destination country for men, women, and children trafficked for the purposes of forced labor and commercial sexual exploitation. Kenyan children are trafficked within the country for domestic servitude, street vending, agricultural labor, and commercial sexual exploitation, including involvement in the coastal sex tourism industry. Kenyan men, women, and girls are trafficked to the Middle East, other African nations, Europe, and North America for domestic servitude, enslavement in massage parlors and brothels, and forced manual labor. Foreign employment agencies facilitate and profit from the trafficking of Kenyan nationals to Middle Eastern nations, notably Saudi Arabia, the U.A.E., and Lebanon, as well as Germany. Chinese, Indian, and Pakistani women reportedly transit Nairobi en route to exploitation in Europe's commercial sex trade. Brothels and massage parlors in Nairobi employ foreign women, some of whom are likely trafficked.



The Government of Kenya does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Kenya is placed on Tier 2 Watch List for a second consecutive year due to the lack of evidence of increasing efforts to combat severe forms of trafficking over the last year. The government should sensitize law enforcement officials throughout the country to trafficking crimes, and it should push for greater investigations and prosecutions of traffickers. It should also pass and implement comprehensive anti-trafficking legislation; institute trafficking awareness training for diplomats posted overseas; and continue its positive and expanding efforts to address child sex tourism on the coast.

Prosecution

The government failed to punish acts of trafficking during the reporting period, but showed increased law enforcement activity in the beginning of 2007. Kenya does not prohibit all forms of trafficking, though it criminalizes the trafficking of children and adults for sexual exploitation through its Sexual Offenses Act, enacted in July 2006. This law prescribes penalties that are sufficiently stringent and commensurate with those for rape. However, Kenya lacks laws against labor trafficking. The Attorney General's Office is reviewing a draft comprehensive anti-trafficking bill. The Kenya Police Service's Human Trafficking Unit conducted no investigations into trafficking cases during the reporting period. There were no trafficking prosecutions or convictions reported over the last year. A newly created community policing and child protection police unit, however, in February 2007 obtained indictments — its first indictments — of two men for allegedly trafficking two Ethiopian minors to Kenya for domestic servitude. Corruption among law enforcement authorities and other public officials hampered efforts to bring traffickers to justice. In August 2006, two police officers in Trans-Nzoia were suspended from duty for complicity in trafficking, but were reinstated without further disciplinary action. In June 2006, the Tourism Minister led police and other officials on a raid of a resort hotel suspected of hosting children in prostitution; two young girls were removed from the premises. Police reportedly also investigated trafficking cases in the coastal and Rift Valley regions, but further information on resulting arrests or prosecutions was not provided.

Protection

While the government did not provide trafficking victims shelter or access to medical or social services, it did improve its assistance to children facing labor exploitation. Victims are encouraged to assist with investigations and prosecutions, but are usually deported before the investigation concludes due to budget constraints, insufficient capacity, and the absence of legal statutes under which to prosecute traffickers. Police also treat some sexually exploited children as criminals rather than victims. In 2006, City Council social services departments in Nairobi, Mombasa, and Kisumu established shelters to rehabilitate street children vulnerable to forced labor and sexual abuse; shelter staff need training in recognizing and documenting trafficking cases. In 2006, 5,026 children were removed from labor and 4,178 at-risk children were kept in school through the involvement of labor inspec-

tors, police, and district child labor committees in two programs to combat the worst forms of child labor conducted by international partners; some of these children were victims of trafficking. During the reporting period, the Kenyan embassy in Riyadh turned away and failed to properly assist Kenyan domestic servants who reported cases of mistreatment; the government, however, did assist with the repatriation of these women.

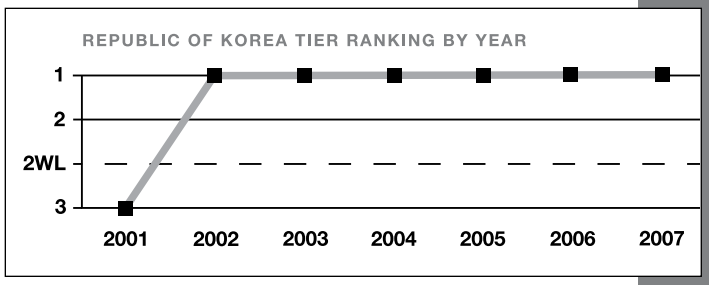
Prevention

The Ministry of Home Affairs and UNICEF conducted joint research on child sex tourism and commercial sexual exploitation of children on the coast that underpinned a Kenyan government report in December 2006. In response to the study's findings, steps to address human trafficking were incorporated into the Ministry's annual work plan. In early December, government ministries formed a National Trafficking Task Force to draft a National Plan of Action. The Tourism Ministry in early 2006 began requiring owners of private villas in tourist beach areas to register their properties as hotels and submit to inspections; by August, 1,200 villas were registered. Officials from the Ministries of Home Affairs, Tourism, and Labor participated in 20 trainings for hotels that are already signatories to the code. The Ministry of Labor reviewed the contracts of approximately 600 Kenyans traveling to work abroad and provided workers' rights counseling to those appearing for approval in person. As a result of the increased training opportunities, the Kenyan media, especially the government-owned Kenya Broadcasting Corporation, noticeably improved the quantity and quality of coverage of human trafficking cases.

REPUBLIC OF KOREA (Tier 1)

The Republic of Korea (R.O.K.) is primarily a source country for the trafficking of women and girls internally and to the United States (often through Canada and Mexico), Japan, Hong Kong, Guam, Australia, New Zealand, Canada, and Western Europe for the purpose of commercial sexual exploitation. Women from Russia, Uzbekistan, Kazakhstan, the People's Republic of China (P.R.C.), the Philippines, Thailand, and other Southeast Asian countries are trafficked for sexual exploitation to South Korea. A growing number of these foreign victims were trafficked to the R.O.K. for sexual or labor exploitation through brokered international marriages to South Korean men. South Korean men are a significant source of demand for child sex tourism in Southeast Asia and the Pacific Islands.

The Government of the Republic of Korea fully complies with the minimum standards for the elimination of trafficking. Over the last year, the government continued vigorous law enforcement efforts against sex trafficking and commercial sexual exploitation, and expanded protections offered to victims of sex trafficking. The government demonstrated appreciation for the perceived increase in transnational sex trafficking of South Korean women to the United States by increasing cooperative efforts with U.S. law enforcement investigators. These advances, however, were not adequately matched by an awareness of potential labor trafficking among South Korea's large foreign labor force. The South Korean government should take steps to ensure that the new Employment Placement System of labor recruitment offers greater protections to foreign workers by investigating and prosecuting cases of forced labor among migrant workers.



Prosecution

The R.O.K. government sustained progress in its anti-trafficking law enforcement efforts over the reporting period. The R.O.K. prohibits trafficking for the purpose of commercial sexual exploitation through its 2004 "Act on the Punishment of Intermediating in the Sex Trade and Associated Acts," which prescribes penalties of up to 10 years' imprisonment — penalties that are sufficiently stringent and commensurate with those prescribed for rape. Trafficking for forced labor is criminalized under the Labor Standards Act, which prescribes penalties of up to five years' imprisonment. In 2006, R.O.K. authorities conducted 190 trafficking investigations and prosecuted 36 cases. Convictions were obtained against 25 trafficking offenders, of whom 21 received prison sentences (although 10 of these were suspended). Prison sentences imposed on 11 traffickers ranged from 15 months to 6 years. In response to reports of increased sex trafficking of South Korean women to the United States, the South Korean police sent a delegation to the United States to improve joint cooperation in investigating the organized crime groups behind this trans-Pacific trafficking.

Protection

The Government of the Republic of Korea further strengthened its efforts to protect victims of trafficking over the last year. It spent $19 million in support of an expanded protection network of 47 shelters — including 16 shelters for teenage victims and 3 shelters for foreign victims — 5 long-term group homes, and 27 counseling center programs, providing a wide range of services to South Korean and foreign victims of sex trafficking. Most of the shelters are run by NGOs that the government funds fully or in part. The government's Ministry of Gender

Equality and Family (MOGEF) continued running a 24-hour hotline for South Korean and foreign victims of trafficking that referred victims to government or NGO-run shelters and counseling centers. The government encourages sex trafficking victims to assist in the investigation and prosecution of traffickers, and provides legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution; this is done primarily through the Ministry of Justice's issuance of G-1 visas or an order of suspension of the victim's departure. The R.O.K. government does not penalize victims for unlawful acts committed as a direct result of their being trafficked. Recognizing the potential for increased trafficking through brokered international marriages, MOGEF in April 2006 released a comprehensive plan to address the needs of foreign brides in the R.O.K. that included recommendations for better regulating marriage brokers.

Although the Ministry of Labor increased its number of inspections of labor conditions at work sites by 18 percent (to 17,700), there were no reported prosecutions or convictions of labor trafficking offenders. Some employers were noted continuing to withhold the passports of foreign workers, a factor that may contribute to forced labor. In February 2007, the government completed a two-year phase-in period of the Employment Placement System (EPS), which is now in full effect. The EPS is a system of recruiting foreign workers through government-to-government channels that eliminates the role of private labor agencies and recruiters, many of which had been found to employ highly exploitative practices — including practices that facilitated debt bondage and forced labor. By March 2007, the R.O.K. government had signed 10 Memoranda of Understanding (MOUs) with governments of labor source countries that contained provisions guaranteeing basic rights of workers. Complementing the EPS, the Ministry of Labor in December 2006 opened a second Migrant Workers Center to support the needs of foreign contract laborers in the R.O.K. The full effect of the nascent EPS has not yet been assessed.

Prevention

The R.O.K. government sustained strong anti-trafficking prevention efforts through awareness raising campaigns. The Ministry of Justice expanded a "John's School" created to educate male "clients" of prostitution. In 2006, 11,000 male first-time offenders, who were arrested by R.O.K. police, participated in the program, which included testimony from trafficking victims. The MOGEF conducted four anti-trafficking seminars with NGOs to improve awareness, and it carried out a public awareness campaign against prostitution, placing 6,380 posters in public places of major cities. An inter-agency task force, with 14 ministries participating, met twice during the year to improve the government's coordination of anti-trafficking efforts.

Child Sex Tourism

NGOs cite a growing concern over R.O.K. men traveling to the P.R.C., the Philippines, Cambodia, Thailand, and elsewhere in Southeast Asia to engage in sex with children. Although the R.O.K. has a law with extraterritorial application that allows the prosecution of R.O.K. citizens who sexually exploit children while traveling abroad, there were no prosecutions under this statute during the reporting period. The Republic of Korea has not ratified the 2000 UN TIP Protocol.

KUWAIT (Tier 3)

Kuwait is a destination country for men and women who migrate willingly from Bangladesh, India, Pakistan, Sri Lanka, Nepal, Indonesia, and the Philippines to work, some of whom are subjected to conditions of involuntary servitude by employers in Kuwait. Victims suffer conditions including physical and sexual abuse, non-payment of wages, threats, confinement to the home, and withholding of passports to restrict their freedom of movement. In addition, some female domestic workers are forced into prostitution after running away from abusive employers or after being deceived with promises of jobs in different sectors. Kuwait reportedly is also a transit country for South and East Asian workers recruited by Kuwaiti labor recruitment agencies for low-skilled work in Iraq; some of these workers are deceived as to the true location and nature of this work, while others willingly transit to Iraq through Kuwait, but subsequently endure conditions of involuntary servitude in Iraq. Although children were previously trafficked from South Asia and East Africa as child camel jockeys, no indications of this trafficking appeared this year.

The Government of Kuwait does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The Kuwaiti government created a public awareness program to prevent trafficking of domestic workers for involuntary servitude and instituted a standardized contract detailing workers' rights. Nonetheless, Kuwait showed insufficient efforts to criminally prosecute and adequately punish abusive employers and those who traffic women for commercial sexual exploitation. The government has promised for several years to pass a new labor law that would strengthen criminal penalties for the exploitation of foreign workers, but there was no tangible progress on this legislation this year. In addition, the government failed for a third year in a row to live up to promises to provide a shelter or adequate protection services to victims of involuntary domestic servitude and other forms of trafficking. Kuwait should enact a comprehensive anti-trafficking law that criminalizes all forms of

trafficking in persons, assigning penalties that will be stringent enough to act as a deterrent and to reflect the heinous nature of the crime. The government should also institute formal victim identification procedures to ensure that victims of trafficking are not punished, but rather are referred to protection services. Kuwait should intensify its efforts to raise public awareness of trafficking, and should improve enforcement of the terms of the standardized contract for foreign domestic workers.

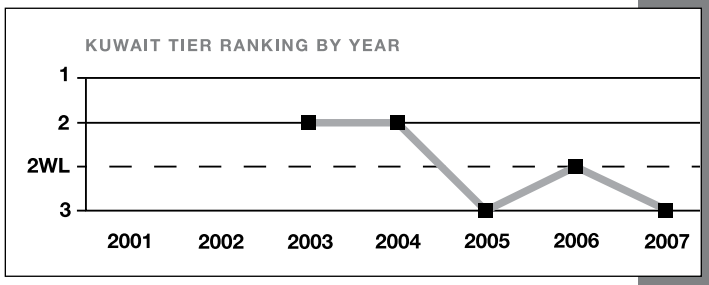
Prosecution

The Government of Kuwait demonstrated minimal progress in punishing trafficking offenses during the reporting period. Kuwait does not prohibit all forms of trafficking in persons, though it prohibits transnational slavery through Article 185 of its criminal code, an offense punishable by five years' imprisonment and a fine. Article 201 of Kuwait's criminal code prohibits forced prostitution: penalties include imprisonment of up to five years or a fine for the forced prostitution of adults, and imprisonment of up to seven years and a fine for the forced prostitution of minors. The government does not keep statistics on trafficking in persons crimes. It confirmed initiating two prosecutions for the murder and extreme abuse of domestic workers. In addition, Kuwait reported imposing five jail sentences and 15 fines for illegal trading in residence permits, as well as 12 criminal fines for recruiting workers and then not providing them with work, both of which contribute to the vulnerability of foreign workers to trafficking. These measures, however, were insufficient in the light of credible reports from multiple sources of widespread exploitation of foreign domestic workers in Kuwait. In most cases, Kuwaiti law enforcement efforts focused on administrative measures such as shutting down companies in violation of labor laws or issuing orders to return withheld passports or to pay back-wages owed rather than criminal punishments of abusive employers.

The government also did not provide sufficient evidence of prosecuting and adequately punishing trafficking for commercial sexual exploitation despite numerous raids of brothels reported by the government. In addition, unscrupulous Kuwaiti labor agencies continued to recruit South and East Asian laborers, reportedly using deceptive and fraudulent offers and coercive techniques, to meet demand in Iraq for cheap third-country national labor. The government did not report any efforts to regulate this lucrative trade of workers through Kuwait. Kuwait should increase criminal investigations, prosecutions, and prison sentences for trafficking for domestic servitude and commercial sexual exploitation, and for deceptive recruiting practices that facilitate labor trafficking.

Protection

During the year, Kuwaiti efforts to improve its protection of victims of trafficking had little effect. The government lacks formal procedures for the systematic identification and protection of trafficking victims among vulnerable populations, such as foreign workers arrested without proper identity documents and women arrested for prostitution. As such, victims of trafficking are sometimes detained, prosecuted, or deported for acts committed as a result of being trafficked, such as running away from their sponsors in violation of immigration laws and prostitution. Trafficking victims who are deported are not offered legal alternatives to their removal to countries in which they may face retribution. Kuwait also continues to lack protective services for trafficking victims, including a shelter offering medical and psychological care. Furthermore, the government does not fund any NGOs providing these services to victims. The police do not encourage victims to assist in investigations of their traffickers; there are cases where police either do not take the complaints of potential victims seriously or treat them as criminals for leaving their sponsors. The government should open a shelter available to all trafficking victims, including victims of involuntary domestic servitude and forced prostitution. The government should institute a formal victim identification mechanism to systematically identify and refer victims to protection services. Kuwait should refrain from deporting victims, particularly before they are given the opportunity to file criminal charges against their traffickers and assist in investigations.



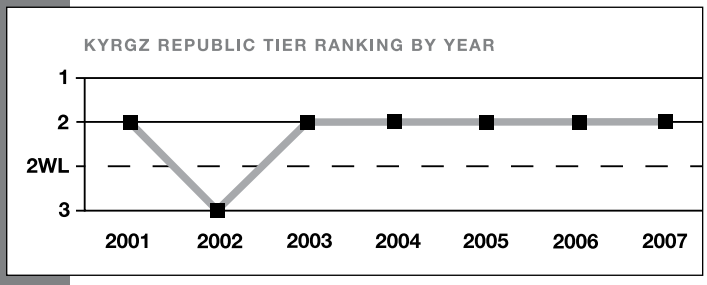
Prevention

Kuwait made modest progress in preventing trafficking in persons this year. In October, the government implemented a standardized contract for domestic workers outlining their rights, including work hours, wages, and their right to retain their passports. Kuwait says that foreign workers will not be issued a visa to enter Kuwait for domestic work until the Kuwaiti embassy in their country validates this standardized contract. Some Kuwaiti embassies have implemented this new policy effectively and some have not been able to do so. It remains unclear, however, how the terms of the contract will be enforced once workers are in Kuwait. The Ministry of Awqaf and Islamic Affairs launched a public awareness campaign to inform workers, sponsors, and recruitment agencies of their respective rights and obligations.

KYRGYZ REPUBLIC (Tier 2)

The Kyrgyz Republic is a source, transit, and destination country for men and women from Uzbekistan, Tajikistan, Turkmenistan, South Asian countries, and from within the Kyrgyz Republic, trafficked for the purposes of forced labor and commercial sexual exploitation. Men and women are trafficked to Kazakhstan for forced labor in the agricultural sector and as domestic servants, to Russia for forced work in construction, and to the People's Republic of China (P.R.C.) for bonded labor. Kyrgyz and foreign women are trafficked to the United Arab Emirates, P.R.C., Kazakhstan, South Korea, Turkey, Greece, Cyprus, Thailand, Germany, and Syria for sexual exploitation.

The Government of the Kyrgyz Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Concerns remained that corruption among law enforcement and judicial bodies protected traffickers from punishment. In September 2006, the president signed a witness protection law that is expected to increase victims' incentives to testify against their traffickers. The government should increase the amount of trafficking sensitivity training provided to police, prosecutors, and judges; improve methods for consulates and domestic law enforcement centers to verify citizenship of Kyrgyz nationals to ensure the fast repatriation of Kyrgyz victims trafficked abroad; and increase cooperation with key destination countries in order to provide adequate treatment of identified Kyrgyz victims. The government should also make efforts to improve its statistics and data collection system.



Prosecution

The Kyrgyz government demonstrated limited law enforcement efforts during the reporting period. A 2005 law on Prevention and Combating Trafficking in Persons criminalizes both sexual exploitation and forced labor; prescribed penalties range from three to 20 years' imprisonment, which are sufficiently stringent and commensurate with prescribed penalties for other grave crimes, such as rape. In 2006, the government conducted 39 investigations, up from 24 in 2005. The government provided no data on trafficking prosecutions and convictions or the sentences given to convicted traffickers in 2006.

Protection

The government again demonstrated limited progress in its victim assistance efforts during the reporting period. The government continued to provide space for three shelters run by anti-trafficking NGOs, although it provided no direct funding for services and medical assistance. Law enforcement continued to increase victim referrals to IOM and NGOs in 2006. While Kyrgyz consulates assisted 56 Kyrgyz victims trafficked abroad with identification and travel documents, limited resources and infrastructure often unnecessarily prolonged the repatriation process. Victims are encouraged to participate in trafficking investigations and prosecutions. The government amended its law in 2006 to ensure that victims who cooperate with law enforcement are not penalized. Law enforcement officials in several regions of the country received NGO training on the proper treatment of victims.

Prevention

Kyrgyzstan demonstrated limited progress in its trafficking prevention efforts. In April 2006, the government provided space in a government buildings for seven regional offices of the "189" hotline, an information source for Kyrgyz citizens to determine the legitimacy of job offers from abroad. State-controlled television and print media showcased trafficking issues throughout the reporting period. The government displayed NGO-produced posters in public spaces, including local bus and transportation centers.

LAOS (Tier 2)

Laos is primarily a source country for men, women, and children trafficked for the purposes of forced labor and commercial sexual exploitation. Some Lao migrate to neighboring countries in search of better economic opportunities but are subjected to conditions of forced or bonded labor or forced prostitution after arrival in these countries. Some of these trafficking victims are deceived by recruiters or employers about the terms and conditions of their employment in the destination country. Lao women and children become victims of trafficking in Thailand, in domestic servitude, forced labor in factories, and for commercial sexual exploitation, while men more often fall victim to forced labor in factories or in the fishing industry. There is some internal sex trafficking in Laos, primarily of women and girls from rural areas to large cities or border areas. To a lesser extent, Laos is a destination country for women trafficked from Vietnam and the People's Republic of China, for sexual exploitation. Laos serves as a transit country in a small number of cases with Chinese and Burmese women and girls transiting Laos to Thailand.

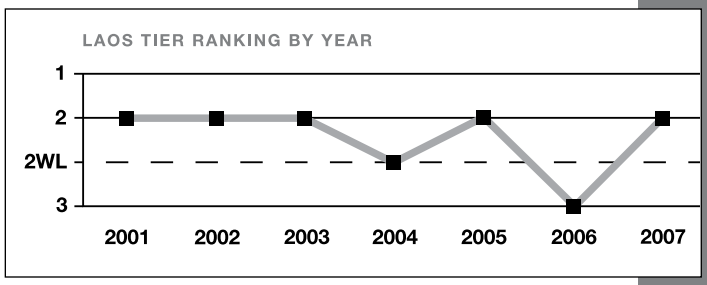
The Government of Laos does not fully comply with the minimum standards for the elimination of trafficking; however it is making significant efforts to do so. The Government of Laos is placed on Tier 2 because of its improved efforts over the past year and its greater transparency in regard to its anti-trafficking law enforcement efforts. The government expanded training for law enforcement and immigration authorities as well as public awareness on trafficking and the 2004 Law on Women. Laos increased its efforts to arrest and prosecute traffickers and cooperated on joint law enforcement activities with some neighboring countries. The government should pass and enact comprehensive anti-trafficking legislation, eliminate the practice of fining returning trafficking victims, increase efforts to combat internal trafficking, and make greater efforts to prosecute and convict public officials who profit from or are involved in trafficking.

Prosecution

The Lao government demonstrated progress in its anti-trafficking law enforcement efforts and willingness to collaborate with other countries as well as NGOs and international organizations. Laos prohibits most forms of trafficking for sexual and labor exploitation through the 2004 Law on Women and other provisions of its criminal code, as well as the new Law on the Protection of Children that was passed in December 2006. Penalties for trafficking are sufficiently stringent, and those prescribed for commercial sexual exploitation are commensurate with those for rape. In 2006, the government reported 27 trafficking investigations that resulted in the arrests of 15 suspected traffickers, 12 of whom were prosecuted. The remaining three suspects were not prosecuted, but were "re-educated" and released. Among the 12 prosecutions, three traffickers were convicted and sentenced to an average of six years' imprisonment, five remain incarcerated pending court action, and four are in pretrial detention pending the results of investigations. Two convictions involved investigative cooperation between Lao and Thai police. The government was not as active in investigating some internal trafficking cases. There are reports that some local government and law enforcement officials profit from trafficking, but there were no reported investigations or prosecutions of officials for complicity in trafficking.

Protection

The Lao government demonstrated progress in improving protection for victims of trafficking during the year. The government does not actively seek the participation of victims in investigations and prosecutions of traffickers. Some returnees from Thailand, including trafficking victims, have in the past been incarcerated after returning to Laos and held for periods ranging from days to weeks in immigration detention facilities, although there is no evidence of this practice occurring during the reporting period. Some returnees have been subjected to re-education to warn them of the dangers of traveling to Thailand. The Ministry of Labor and Social Welfare (MLSW) maintains a small transit center and assisted 259 returning victims of trafficking in 2006 and 15 in the first months of 2007. The government collaborates with IOM on return and reintegration efforts and to protect and counsel victims processed through the transit center. The Lao government signed an MOU with IOM in February 2007 that will allow IOM to open an office in Laos to more closely monitor return and reintegration activities. The Lao Women's Union runs a shelter providing legal, medical, and counseling assistance; it assisted 17 victims during the year. Victims of trafficking returning to Laos may still be subject to fines or reeducation in Laos pending the complete dissemination and enforcement of the Law on Women, although there is evidence that this practice has diminished. In 2006, the government passed the Law on the Protection of Children, which includes an anti-trafficking component that should fill gaps within the legal structure.



Prevention

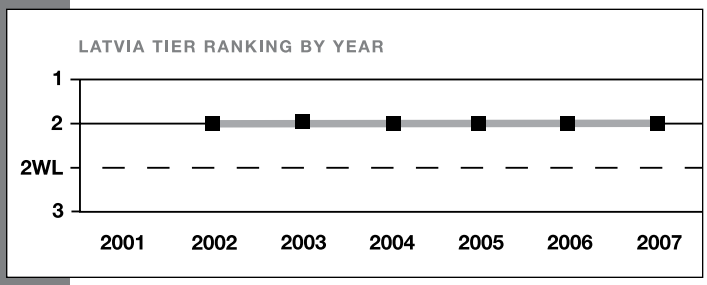
The Lao government increased efforts to prevent trafficking in persons through the use of print, radio, and television media. The Lao Women's Union made significant efforts to disseminate the 2004 Law on Women and provided training to officials in several provinces. The MLSW, with funding from an NGO and UNICEF, produced a drama program on trafficking in the Lao, Hmong, and Khmu languages and also set up billboards near border checkpoints and larger cities. The Lao Women's Union organized meetings and training sessions to disseminate the Law on Women and raise awareness among officials and the public regarding the dangers of human trafficking and the need to combat trafficking activities. The most significant government prevention effort was the development of a draft National Plan of Action to Combat Human Trafficking in late 2006.

LATVIA (Tier 2)

Latvia is a source and, to a lesser extent, a transit country for women trafficked for the purpose of commercial sexual exploitation to Spain, the United Kingdom, Germany, Denmark, Switzerland, Portugal, Cyprus, and Norway. Latvian women and teenage girls are trafficked internally for the purpose

of commercial sexual exploitation. Men and women from Latvia are trafficked to Ireland and the United Kingdom for the purpose of forced labor.

The Government of Latvia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, the government implemented the Social Services and Social Assistance Law that requires the state to provide social and rehabilitation services to registered trafficking victims. During the reporting period, the government expanded the authority of an organization to identify and certify trafficking victims for government funded assistance. Nevertheless, the government should do more to proactively identify and assist those victims trafficked abroad by allocating at least nominal funding for repatriation. Authorities should make greater efforts to ensure that the majority of convicted traffickers serve some time in prison.



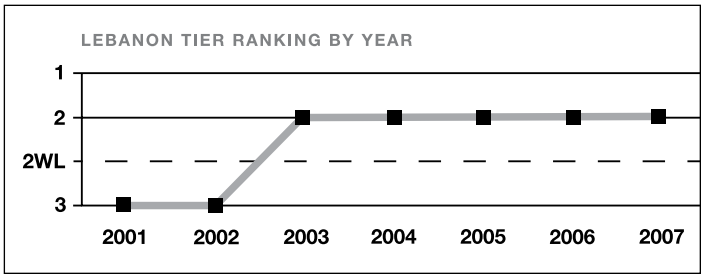
Prosecution
Section 154 of Latvia's criminal code prohibits trafficking for both sexual exploitation and forced labor. Penalties prescribed for trafficking range from 3 to 15 years' imprisonment and are sufficiently stringent and commensurate with penalties for other grave crimes, such as rape. Latvia also uses non-trafficking specific laws to prosecute traffickers. In 2006, police conducted 22 investigations, compared to 24 in 2005. In 2006, 36 traffickers were prosecuted and convicted under another statute of the criminal code. Of the 36 convicted traffickers, prison sentences were imposed on only 10, with sentences ranging from 1 to 10 years' imprisonment. The remaining 26 convicted traffickers were given fines or placed on probation, punishments that are inadequate.

Protection
The government made modest efforts to improve its victim assistance and protection. Latvian Embassies in the United Kingdom and Spain identified and assisted three victims in 2006. At least 20 victims were identified in Latvia during the reporting period. All 20 received NGO- or IOM-provided assistance, and the six victims who cooperated with law enforcement qualified for government funded rehabilitation services. Although the government allocated $37,000 for victim assistance in 2006, it spent only $10,000 because it assisted only the six victims who cooperated with law enforcement. In early 2007, service providers were permitted for the first time to certify victims as eligible for government assistance; previously, only law enforcement officials were authorized to identify victims. In 2006, the government funded victim assistance and sensitivity training for 1,200 rehabilitation providers and social workers. The government encouraged victims to participate in law enforcement investigations; foreign victims may apply for temporary work and residency permits if they remain in Latvia to testify against their traffickers. In 2006, one trafficking victim was assisted by Latvia's witness protection program. The government did not penalize victims for unlawful acts committed as a direct result of their being trafficked.

Prevention
The Welfare Ministry provided anti-trafficking awareness training for 1,200 social workers in 2006. Local police were also very active in prevention; during the reporting period, police inspectors visited 94 percent of Latvia's schools and spoke with students on the dangers of trafficking. The government did not fund a nation-wide awareness campaign during the reporting period.

LEBANON (Tier 2)

Lebanon is a destination country for the trafficking of Asians and Africans for the purpose of domestic servitude and for Eastern European and Syrian women trafficked for the purpose of commercial sexual exploitation. Lebanese children are trafficked within the country for the purpose of commercial sexual exploitation and forced labor. Women from Sri Lanka, the Philippines and Ethiopia migrate to Lebanon legally, but often find themselves subjected to conditions of involuntary servitude as domestic servants. Many suffer physical and sexual abuse, non-payment of wages, threats, and withholding of passports. Eastern European and Syrian women come to Lebanon on "artiste" visas, but some become victims of forced prostitution.



The Government of Lebanon does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts

to do so. In January 2006, the government established an inter-ministerial committee to address the rights of migrant workers. Nonetheless, Lebanon continues to lack a comprehensive anti-trafficking law, and its record of criminal prosecutions of abusive employers and sex traffickers remained inadequate.

Prosecutions

Lebanon did not significantly improve its record of trafficking prosecutions over the last year. Lebanon does not prohibit all forms of trafficking in persons, though it criminalizes trafficking for the purpose of commercial sexual exploitation through Articles 523, 526, and 527 of its Penal Code. Lebanese law does not, however, prohibit trafficking for the purpose of labor exploitation. The penalties for sex trafficking are not commensurate with those for other grave crimes; while the crime of rape has a minimum penalty of five years' imprisonment, forcing a female into commercial sexual exploitation only carries a minimum prison sentence of one year. The government reported no prosecutions under Articles 523, 526, and 527. Seventeen prosecutions began in cases of abuse against migrant workers. Under its administrative laws, the Ministry of Labor closed 15 agencies for violations of workers' rights, including physical abuse, but often the perpetrators of the physical abuses were not criminally prosecuted due to the victims' refusal to press charges or due to a lack of evidence. In addition to increasing criminal prosecutions, the government should revise the punishments for trafficking violations under its laws to make them consistent with international standards.

Protection

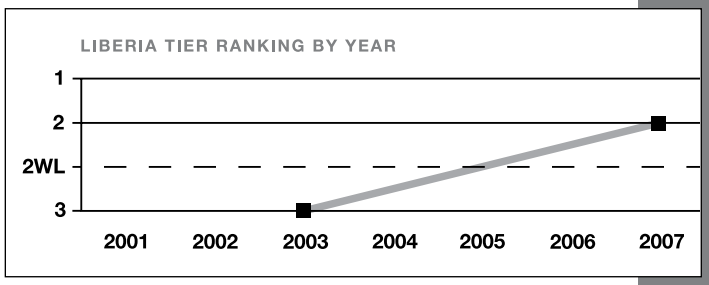
The Lebanese government did not significantly improve protection of trafficking victims in the country over the last year. The government signed a memorandum of understanding with a local NGO to identify and refer potential trafficking victims to a safe house operated by the NGO. Nonetheless, the government failed to fully ensure that victims of trafficking are not inappropriately punished for unlawful acts committed as a direct result of being trafficked; for instance, many victims are still held in detention centers for the immigration violation of running away from their sponsors, and are deported before receiving protection. Victims are neither encouraged to participate in trials, nor offered legal alternatives to deportation to countries where they would face hardship or retribution. Lebanon should also permit workers to change employers without requiring permission from abusive sponsors.

Prevention

Lebanon made little progress in the prevention of trafficking in persons. The government, in partnership with a local NGO, continues to distribute brochures highlighting workers' rights and remedies. Lebanon, however, continues to struggle with border management and the control of trafficking in persons and illegal migration.

LIBERIA (Tier 2)

Liberia is a source, transit, and destination country for children trafficked for the purposes of forced labor and sexual exploitation. Most victims are trafficked within the country from rural areas to urban areas for domestic servitude or other forms of child labor. Displaced children in Liberia were subjected to sexual exploitation by members of international organizations, NGO personnel, and Liberian citizens. There have been reports of children trafficked to Liberia from Sierra Leone, Guinea, and Cote d'Ivoire and from Liberia to The Gambia, Guinea, and Nigeria for domestic servitude, street vending, sexual exploitation, and agricultural labor. Awareness of trafficking in Liberia is nascent and no concrete data exists. While there have been reports of orphanages and adoption agencies involved in child trafficking, most appear to be cases of fraudulent adoption rather than trafficking.



The Government of Liberia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. A 14-year civil war has crippled the country's infrastructure and destroyed government institutions, including the judiciary. In January 2006, a new government was installed after more than two years of transitional rule with heavy oversight by the UN Mission in Liberia (UNMIL). To strengthen its trafficking response, Liberia should increase prosecution efforts, establish a formal system of victim referral to NGOs and international organizations for care, and adopt and begin to implement its draft national action plan to combat trafficking.

Prosecution

The Government of Liberia has initiated modest efforts to combat trafficking through law enforcement during the past year. Liberia prohibits all forms of trafficking through its June 2005 Act to Ban Trafficking in Persons. The Women's and Children's Protection Section (WCPS) of the Liberian National Police (LNP) works with the UN Police (UNPOL) to respond to trafficking cases. Of four trafficking cases investigated by police during the year, only one

suspected trafficker was charged. The government did not report whether this case was prosecuted. In March 2007, the LNP arrested three men and charged them for attempting to steal and sell a 12-year-old boy in what may be a case of child trafficking. Police lack vehicles to transport suspects and often rely on UNPOL to assist them. The LNP participates in UNMIL- and UNPOL-sponsored anti-trafficking training events. WCPS recruits receive additional, more specialized international organization-sponsored training. The Ministry of Labor, the IRC and a local NGO organized a three-day workshop for labor inspectors and other government officials to increase their capacity to combat exploitative child labor.

Protection

The Government of Liberia made limited efforts to protect trafficking victims during the year. The government lacks the resources to provide assistance to victims, but an informal referral process is in place between the LNP and a few NGOs who provide short-term victim care. In December 2006, the government cooperated with Guinean officials to rescue a young Guinean girl trafficked to Liberia. The government does not encourage victims, all of whom are children, to assist in trafficking investigations or prosecutions. Liberia does not provide legal alternatives to the removal of victims to countries where they would face hardship or retribution. In the few reported trafficking cases since the 2005 law was passed, the government ensured that identified victims were not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.

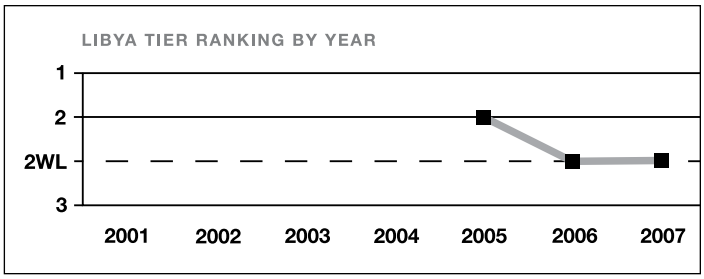
Prevention

The Government of Liberia took some steps to prevent trafficking during the reporting period. In October 2006, the president appointed members of a government Anti-Human Trafficking Task Force that has met twice and appointed a secretariat. The task force is responsible for developing and implementing a national action plan to combat trafficking and is reviewing a draft action plan developed by a prior, informal ad-hoc anti-trafficking task force. The Ministry of Gender, with support from the international community, launched a national campaign to raise awareness about sexual exploitation and abuse.

LIBYA (Tier 2 Watch List)

Libya is a transit and destination country for men and women from sub-Saharan Africa and Asia trafficked for the purposes of forced labor and commercial sexual exploitation. While most foreigners in Libya are economic migrants, some are forced into prostitution, or forced to work as laborers and beggars to pay off their $500-$2,000 smuggling debts. In previous years, there were isolated reports that women from sub-Saharan Africa were trafficked to Libya for the purposes of commercial sexual exploitation. Although precise figures are unavailable, an estimated one to two percent of Libya's 1.5 to 2 million foreigners may be trafficking victims.

The Government of Libya does not fully comply with the minimum standards for the elimination of trafficking, but is making significant efforts to do so. Libya is placed on Tier 2 Watch List for its lack of evidence of increasing efforts to address trafficking in persons over the last year, particularly in the area of investigating and punishing trafficking offenses. This year, Libyan law enforcement officials participated in training aimed at awareness-raising and building capacity to combat trafficking challenges. However, the government continues to summarily deport those it considers to be illegal economic migrants without adequate screening to determine whether any are victims of trafficking. Libya also did not adequately investigate or punish trafficking offenses. Libya should take steps to enact a comprehensive anti-trafficking law criminalizing all forms of trafficking, formalize identification procedures to identify victims of trafficking among illegal migrants, and protect identified victims. In addition, Libya should continue training for law enforcement officials to identify trafficking victims and refer them to available protection services.



Prosecution

The Government of Libya demonstrated no law enforcement efforts to punish trafficking in persons during the reporting period. Libya's laws do not prohibit trafficking for commercial sexual exploitation or involuntary servitude. The government provided no date on criminal investigations, prosecutions, convictions or sentences for trafficking offenses this year. According to news sources, in March, the government brought charges against an individual who attempted to deceive 20 Indians into involuntary servitude; this person, however, was not adequately punished. In addition, widespread corruption in the country may facilitate trafficking, but the government did not investigate the extent of this practice. The government should take steps to enact a comprehensive anti-trafficking law, and continue to train and sensitize law enforcement officers, prosecutors, and judges on anti-trafficking measures. Libya should also investigate any

allegations of trafficking and criminally prosecute the traffickers, including employers that withhold workers' passports or physically abuse employees.

Protection

Libya did not provide protection to victims of trafficking over the past year. In conjunction with IOM, the government provided in-kind support to a program that trained 90 mid-level border police along the Libya-Niger border in victim identification. Nonetheless, trafficking victims were susceptible to punishment for unlawful acts committed as a result of being trafficked during the reporting period. For instance, victims, intermingled with illegal migrants, may have been deported without receiving medical, psychological or legal aid. Women found engaging in prostitution, including victims of sex trafficking, may be deported along with other illegal immigrants. Since Libya does not actively investigate traffickers, the government did not encourage victims to assist in investigations of their traffickers. Summary deportations of illegal immigrants could leave trafficking victims open to removal to a country where they would face hardship or retribution. Though Libya has taken initial steps to train border officials on identifying trafficking victims and referring them to any available protection services, Libya should institute a formal victim identification mechanism and referral system. The government should also refrain from punishing victims, and should significantly improve the protective services offered to them, including medical, psychological, and repatriation assistance.

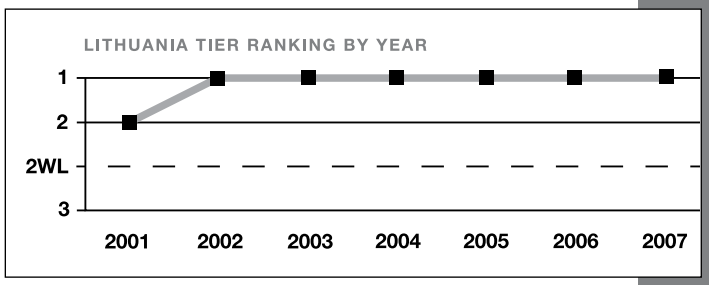
Prevention

During the year, Libya took minimal action to prevent trafficking in persons. Given the connection between human smuggling and trafficking, the Ministry of Interior formed a task force to combat passport and document fraud, thereby asserting greater control over Libya's porous southern borders. Libya continued to cooperate with European governments to stem the smuggling of illegal migrants, though few projects are specifically intended to prevent trafficking. The government should consider establishing a broad public education program to raise awareness on the dangers of trafficking.

LITHUANIA (Tier 1)

Lithuania is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Approximately one-third of trafficking victims in Lithuania are children. Lithuanian women were trafficked to the United Kingdom, Germany, Spain, Italy, Denmark, Norway, and the Netherlands. Women from Belarus, Russia (Kaliningrad region), and Ukraine are trafficked to and through Lithuania for the purpose of sexual exploitation.

The Government of Lithuania fully complies with the minimum standards for the elimination of trafficking. During the last year, the government again increased funding for victim assistance; it also funded the country's first nation-wide trafficking-awareness campaign. In December 2006, Lithuania's Parliament amended its criminal code to formally prohibit the punishment of trafficking victims for acts relating to prostitution or illegal migration, and to allow for temporary residency permits for victims who participate in court proceedings. Lithuania should work to formalize a victim identification and referral process, do more to educate victims or suspected victims about protections offered to victims of trafficking, take measures to reduce the demand for commercial sex acts, and continue to ensure that more than half of convicted traffickers serve time in prison.



Prosecution

The Government of Lithuania sustained its adequate law enforcement efforts over the reporting period. Lithuania prohibits all forms of trafficking through Article 147 of its criminal code, which prescribes penalties ranging from probation to 15 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other grave crimes. In 2006, authorities initiated 26 trafficking investigations, down from 32 in 2005. Authorities prosecuted 21 cases involving 23 defendants, compared with 18 prosecutions involving 43 defendants in 2005. Only 10 traffickers were convicted in 2006, a decrease from 20 convictions in 2005. In 2006, eight traffickers received sentences ranging from three to six years' imprisonment, while two traffickers served no time in prison. Lithuania maintained good law enforcement cooperation with British authorities during the reporting period. During the year, 60 law enforcement officers received trafficking training.

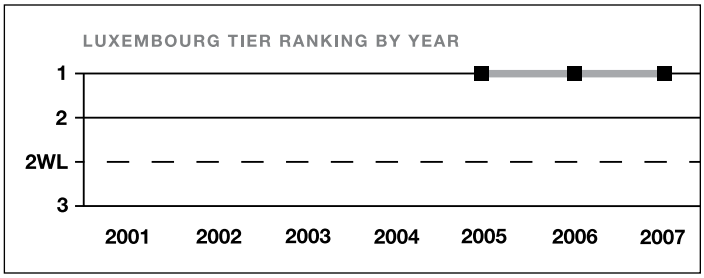
Protection

The Lithuanian Government continued to improve efforts to protect and assist victims of trafficking. In 2006, the government provided more than $170,000 to 13 anti-trafficking NGOs to conduct victim assistance and rehabilitation, including vocational training and job placement for victims; this was an increase in funding from $137,000 provided to 11 NGOs in 2005. Lithuania funded

approximately 70 percent of anti-trafficking NGOs' programs, which assisted approximately 263 victims in 2006. The Ministry of Foreign Affairs assisted in the repatriation of 14 victims during the reporting period. Police continued to identify and refer victims to NGOs for assistance, although this was done on an informal basis. The government encouraged victims to assist in trafficking investigations and prosecutions; victims who participate in court proceedings were eligible for temporary residency permits. No victims received temporary residency permits in 2006. Identified victims are not penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention

Lithuania showed significant progress in its trafficking prevention efforts. In 2006, the Ministry of Interior funded Lithuania's first nation-wide trafficking awareness campaign called "Don't be a commodity: separate life from illusions," which included seminars, posters, and television and radio public service announcements. The Ministry of Education distributed 13,000 NGO produced anti-trafficking brochures and 220 videos to schools during the reporting period.



LUXEMBOURG (TIER 1)

Luxembourg is a destination country for women trafficked transnationally for the purpose of commercial sexual exploitation. In 2006, Luxembourg officials identified a total of five victims from Brazil and Romania. In previous years, over 100 victims have been identified from other East European countries. In part due to its small size, Luxembourg has a modest trafficking challenge.

The Government of Luxembourg fully complies with the minimum standards for the elimination of trafficking. In 2006, the government improved its law enforcement efforts with the creation of a special unit within the police charged with investigating trafficking in persons crimes. The government should consider passing comprehensive anti-trafficking legislation and ensure that punishments imposed on traffickers reflect the heinous nature of the crime. The government should consider launching a demand-oriented campaign to educate potential clients about prostitution and its links to trafficking.

Prosecution

In 2006, the government improved its anti-trafficking law enforcement efforts with the creation of a specialized police unit responsible for investigating trafficking cases. Luxembourg prohibits all forms of trafficking in persons though various trafficking-related provisions of its penal code. In addition, Article 379 of its penal code specifically criminalizes trafficking for the purpose of sexual exploitation and is also used for trafficking for the purpose of forced labor. Penalties are sufficiently stringent, and those for trafficking for commercial sexual exploitation are commensurate with penalties for rape. In 2006, the government obtained the conviction of a Kosovo-Albanian for trafficking a Romanian woman into commercial sexual exploitation; he was sentenced to three years' imprisonment and a 2,500 Euro fine. There was no evidence of trafficking-related corruption among Luxembourg public officials.

Protection

The Government of Luxembourg increased its efforts to protect trafficking victims in 2006. The government encourages victims to participate in the criminal investigation and, through its funding of NGOs, provides shelter, protection, and repatriation assistance to victims. In addition, victims can seek legal action against their traffickers. When a Romanian victim agreed to serve as a witness in a trafficking prosecution, the government funded her transportation and hotel costs in Luxembourg. Victims are not punished for unlawful acts committed as a direct result of their being trafficked. The government provides full operational funding for two NGOs and 11 shelters for women where victims of trafficking are referred. In 2006, the government granted the new anti-trafficking police unit a substantial budget. The government set up a working group charged with creating a network that would coordinate providing care for victims of trafficking.

Prevention

In 2006, the Ministry for Equal Opportunities, Amnesty International, and the Luxembourg Red Cross co-produced and screened a preview of a film about a young woman trafficked for sexual exploitation. The Ministry of Justice launched a training program aimed at educating police, immigration department officials, and other relevant government officials as well as NGO employees on how to identify victims of trafficking. The Ministry for Equal Opportunities, in collaboration with the Ministry of Justice and police, conducted a specialized training session on trafficking for all staff workers at shelters. Luxembourg has not ratified the 2000 UN TIP Protocol.

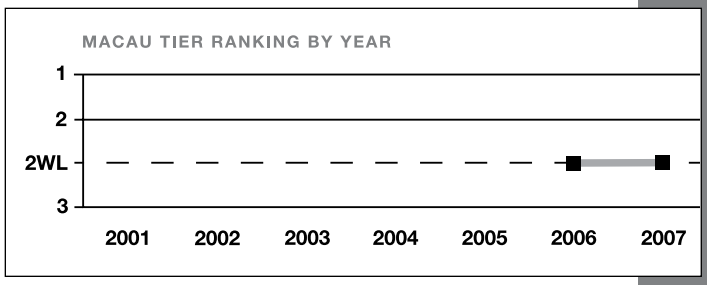
MACAU (Tier 2 Watch List)

Macau is a destination territory for the trafficking of women and girls from the Chinese mainland, Mongolia, Russia, Philippines, Thailand, Vietnam, and Central Asia for the purpose of commercial sexual exploitation. Foreign and mainland Chinese women and girls, many of whom are independent operators, are sometimes deceived into migrating voluntarily to the Macau Special Administrative Region (MSAR) for employment opportunities and then induced into sexual servitude through debt bondage, coercion, or force. Mongolian authorities and NGOs cite Macau as the primary destination for Mongolian girls and women trafficked for sexual exploitation. These women are often confined in massage parlors and illegal brothels operating under the control or protection of Macau-based organized crime syndicates.

Macau does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Macau is placed on Tier 2 Watch List for a second consecutive year because the determination that it has made significant efforts to eliminate trafficking is based on its commitment of future action over the coming year, namely the review of current anti-trafficking laws with the intent to address existing gaps and more vigorous anti-trafficking law enforcement action. Macau authorities have not yet recognized the full extent of the significant trafficking problem in the MSAR, although they took steps to review existing laws in order to identify gaps dealing with trafficking and to criminalize and adequately punish all forms of trafficking, while offering legal protections for victims of trafficking. Macau authorities continue to view migrant girls and women involved in the commercial sex trade as "willing participants," despite regular reports from other governments and NGOs indicating that a significant share of these females are in the sex trade under conditions of debt bondage, coercion, or force.

Prosecution

Macau authorities demonstrated marginal efforts to identify and punish crimes of trafficking in the MSAR over the reporting period. Macau does not prohibit all forms of trafficking, though trafficking of persons from Macau to outside destinations is criminalized by Article 7 of its Law on Organized Crime, which is rarely used as there have been no identified cases of outbound trafficking from Macau. Article 153 of Macau's Criminal Code criminalizes the sale or purchase of a person with the intent of placing that person in a state of slavery, for which punishment is sufficiently stringent — 10 to 20 years' imprisonment — but which also has rarely been used. Kidnapping and rape statutes could be used to punish sex trafficking crimes, and they prescribe sufficiently stringent punishments of 3 to 12 years' imprisonment, though these too are rarely used for trafficking crimes. There were no reported investigations of trafficking crimes, or prosecutions or convictions of trafficking offenders during the reporting period. During the year, Macau authorities reported 10 cases involving 17 women, who complained of being brought to the MSAR under false pretenses and forced into prostitution, although no one was prosecuted. A separate case of trafficking was reported by a newspaper in Macau — the prostitution of a 15-year-old mainland Chinese girl in a brothel — but it is not known if the exploiter in the case was ever punished. Regarding labor trafficking, in March 2007, one mainland woman was arrested for allegedly deceiving three friends out of approximately $9,000 for import-labor jobs in Macau. The case was transferred to the Public Prosecutor's Office for further investigation. During the year, outside NGOs and foreign governments reported on specific cases of women trafficked to Macau from Russia, Mongolia, and the Philippines.



Protection

Macau did not make significant progress in protecting victims of trafficking over the reporting period. Macau authorities neither offered victims dedicated services nor implemented systematic efforts to identify and refer for assistance victims among vulnerable populations, such as the 1,800 women arrested for prostitution violations in 2006, of which 1,600 were from the mainland and the remaining 200 were foreigners. The Macau authorities do not encourage victims to participate in investigations or prosecutions. While women from the mainland who are subjected to conditions of involuntary servitude in the commercial sex trade occasionally escape with the help of Macau police or service agencies, most foreign women, such as those from Mongolia, Russia, Thailand and the Philippines, find it extremely difficult to escape given the lack of services in their respective languages and the lack of their governments' diplomatic representation in Macau. Moreover, the control of organized crime organizations over Macau's lucrative sex trade prevents MSAR efforts to provide victims with witness protection should they wish to participate in a prosecution of the trafficking offender. Victims are not offered legal alternatives to their removal to

countries where they face hardship or retribution. Victims detained for immigration violations were usually deported.

Prevention

Macau authorities did not make any discernable efforts to raise public awareness of the dangers of trafficking or to encourage the public to report suspected trafficking crimes. MSAR officials continued to maintain the position that Macau does not have a significant trafficking problem and that the vast majority of females in prostitution in Macau are adult women who are willing participants in the sex trade.

MACEDONIA (Tier 2)

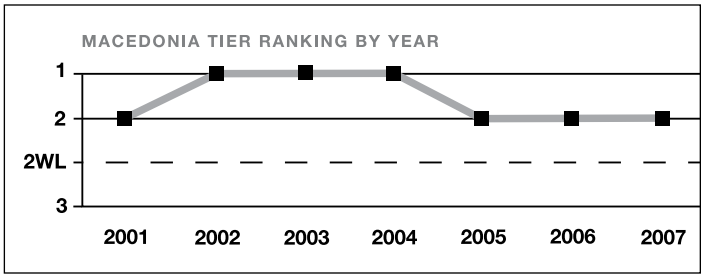
Macedonia is a source, transit, and, to a lesser extent, destination country for women and children trafficked for the purpose of commercial sexual exploitation. Macedonian women and girls are trafficked within the country, from eastern rural areas to western Macedonia for sexual exploitation. Victims originated from Moldova, Albania, and to a lesser extent other Eastern European countries. Victims transited Macedonia en route to Serbia, Montenegro, Albania, and Western Europe.

The Government of Macedonia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government demonstrated increasing progress in its anti-trafficking efforts in 2006, particularly through joint law enforcement cooperation with neighboring countries. The government should increase efforts to educate law enforcement on the difference between trafficking and smuggling, take steps to ensure that traffickers receive sentences consistent with the heinous nature of the offense, and make greater efforts to prosecute and convict public officials who profit from, or are involved in, trafficking.

Prosecution

The Government of Macedonia's anti-trafficking law enforcement efforts showed positive results in the last year. The Government of Macedonia prohibits sex and labor trafficking through its 2004 criminal code article 418 on trafficking in persons, article 418c on organizing a group for trafficking, and article 191 covering forced prostitution. Article 418b is included in the anti-trafficking legislation and includes criminal sanctions for smuggling. Penalties prescribed for trafficking for commercial sexual exploitation are commensurate with those for rape. The laws prescribe penalties that are sufficiently stringent. Occasionally, however, relatively light sentences were imposed on convicted offenders. The government in 2006 prosecuted 48 cases related to trafficking, a significant increase from the 35 cases prosecuted in the previous reporting period.

Using special investigative measures, and in cooperation with the Albanian and Greek governments, the Government of Macedonia prosecuted and obtained convictions and jail sentences in three major trafficking cases. Those three cases involved 7, 26, and 21 defendants, respectively. Sentences ranged from 8 months to 13 years' imprisonment, and included provisions for victim restitution and confiscation of property. Despite these relative successes, the judiciary remained the weakest link in the fight against trafficking in persons, with significant instances of procedural errors and delays extending the duration of proceedings. Conviction rates for trafficking prosecutions remained low. Concerns over instances of judicial corruption continued in 2006. Two police officers were found guilty of trafficking-related crimes and received sentences of 18 months in one case, and two years in the other.



Protection

The Government of Macedonia made significant efforts to improve its protection of trafficking victims. The government encourages victims to participate in investigations and trials. Victims can institute civil proceedings against their traffickers to claim damages and compensation. Trafficking victims may be granted refugee or asylum status if they fear hardship or retribution upon return to their country of origin. Victims of trafficking usually were not penalized by authorities for unlawful acts committed as a direct result of their being trafficked. The Ministry of Interior, with support from IOM, operates a shelter transit center that provides safe housing for victims at the pre-trial, trial, and post-trial stages until repatriation. During the reporting period, 17 trafficking victims were assisted at the shelter transit center. Four Ministry of Interior (MOI) officers are assigned to the shelter to provide protection. The Ministry of Labor and Social Policy (MLSP) opened an office that improved coordination of assistance and protection services provided by state and civil society through a victim referral system established in 2005. In February 2007, the MOI and the MLSP signed a long-awaited Memorandum of Understanding (MOU) that establishes special provisions for the protection of child

trafficking victims and provides for the presence of social workers during police raids. The Ministry of Interior also signed an MOU for improved cooperation with an NGO that operates a shelter for internally trafficked victims.

Prevention

The Government of Macedonia made significant trafficking prevention efforts over the last year. Posters with the hotline telephone number were prominently displayed at the Skopje airport and other locations associated with travel. The border police worked in association with a local NGO to distribute trafficking awareness materials at all border crossings. The Ministry of Interior launched a joint information campaign with IOM that targeted the public in rural and urban areas and distributed over 4,500 scratch cards with anti-trafficking messages. The anti-trafficking song and video "Open Your Eyes," performed by seven of Macedonia's top pop stars and translated into Macedonian and Albanian, was the highlight of the project. The Ministry of Foreign Affairs requires its consular officers to receive training on recognizing potential victims of trafficking.

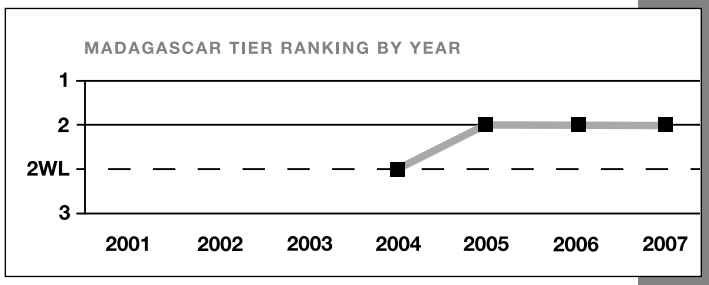
MADAGASCAR (Tier 2)

Madagascar is a source country for children trafficked internally for the purposes of forced labor and sexual exploitation. Trafficking of rural children is suspected for forced mining, domestic servitude, prostitution, and forced labor for traveling fruit vendors. A child sex tourism problem exists in coastal cities, namely Tamatave, Nosy Be, and Diego Suarez, with a significant number of children prostituted; some were recruited in Antananarivo, the capital, under false pretenses of employment as waitresses and maids before being exploited in the commercial sex trade on the coast. Child sex trafficking with the complicity of family members, taxi and rickshaw drivers, friends, tour guides, and hotel workers was reported.

The Government of Madagascar does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government made advances in legislative reforms that protect children from sex trafficking while punishing their exploiters and took steps to punish foreign tourists who allegedly exploited children in Madagascar. To further enhance its anti-trafficking efforts, the government should pass and enact a comprehensive anti-trafficking law, institute an official process for law enforcement officials to refer trafficking victims for assistance, and investigate and prosecute public officials suspected of colluding with traffickers or accepting bribes to overlook trafficking crimes.

Prosecution

Madagascar's anti-trafficking law enforcement efforts improved during the reporting period. Madagascar's laws do not prohibit trafficking for commercial sexual exploitation, but traffickers are currently prosecuted under various provisions prohibiting procurement of minors for prostitution, pedophilia, pimping, and deceptive labor practices. In 2006, the Ministry of Justice finalized, and a government committee vetted, a draft law that, when enacted, would protect child victims of sexual exploitation and criminally punish the adult exploiters of children in prostitution. The Ministry also wrote a decree listing prohibited forms of child labor, including prostitution, domestic slavery, and forced labor. A commission began working on a bill to bring domestic laws into line with the UN Convention on Transnational Organized Crime, including stiff penalties and extradition provisions that would apply to traffickers. In Nosy Be, two French sex tourists were charged with statutory rape of children during the reporting period; they were convicted and subsequently deported. In late 2006, a Swiss tourist was sentenced to five years in prison for pedophilia. To enforce a regulation barring minors from nightclubs, the police in major cities conducted an average of one round-up of youth in these clubs per month and counseled detained minors before returning them to their parents. Whether because of corruption often rooted in economic hardship, pressure from the local community, or fear of an international incident, local police and magistrates in tourist areas often hesitated to prosecute foreign pedophiles; officials reported significant pressure from parents who used profits from their children's sexual exploitation to support the family. The Ministry of Justice conducted training sessions for 100 magistrates on legal instruments to address trafficking. The State Secretary of Public Security (SSPS) trained 744 law enforcement officials on the rights and protection of minors.



Protection

The government sustained its adequate efforts to assist trafficking victims, rescuing 90 victims of forced child labor and commercial sexual exploitation of children (CSEC) during the year. Of the 50 victims placed at its Welcome Centers in Antananarivo and Tamatave, 36 children were reintegrated into the educational system. Another

20 children were selected for remedial education, while 20 older children were selected for vocational training and job placement with export companies. The centers' physicians provided medical and counseling services to victims, while labor inspectors taught job search skills. In September, a third center opened in Tulear. The government did not penalize trafficking victims for unlawful acts committed as a direct result of their being trafficked and encouraged them to assist in the investigation and prosecution of their exploiters. The Ministries of Justice and Population collaborated to establish two counseling centers for child exploitation victims. The Ministry of Population and UNICEF provided joint technical assistance to 11 child protection networks comprised of government institutions, law enforcement officials, and NGOs that provided counseling and rehabilitation to children in prostitution and forced labor. A network in Diego Suarez, for example, handled cases of child prostitution from the initial complaint through the trial, including medical assistance and legal advice for victims.

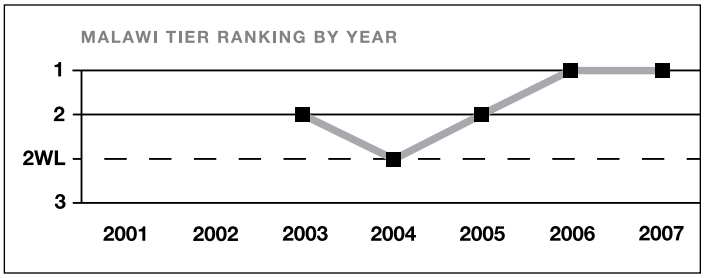
Prevention

Awareness of trafficking continued to increase through a number of aggressive information campaigns. In August, the Ministry of Justice screened films on CSEC in the capital, including the trafficking of rural children to urban centers. The Ministry of Tourism conducted awareness training at cultural events for 250 tourism industry personnel, as well as for women and children at risk of being trafficked in seven different locations throughout the country. The Ministry of Communication distributed posters carrying messages against sex tourism to 150 post offices and a film on the dangers of child prostitution to schools throughout the country. The SSPS conducted programs on child exploitation and prostitution for 17,700 students, 75 administrators, 22 teachers, and 100 parents. It also educated 35 hotel managers and 24 "red zone" neighborhoods in Antananarivo on child protection legislation. The Ministry of Education conducted workshops on the worst forms of child labor at 152 schools and 87 parent associations, and produced newspaper articles, radio programs, and television spots. The Ministry of Youth and Sports distributed fliers, posters, and banners on delaying early sexual initiation and available counseling that reached over 78,000 young people.

MALAWI (Tier 1)

Malawi is a source country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Children are primarily trafficked internally for agricultural labor, but also for cattle herding, domestic servitude, commercial sexual exploitation, and to perform forced menial tasks for small businesses. Anecdotal reports indicate that child sex tourism may be occurring along Malawi's lakeshore. Trafficking victims, both adults and children, are lured by fraudulent job offers into situations of forced labor and commercial sexual exploitation within Malawi and in South Africa.

The Government of Malawi fully complies with the minimum standards for the elimination of trafficking. Malawi continued to make noteworthy progress in tackling trafficking in persons, despite its limited human and financial resources. To further its efforts against trafficking, the government should strengthen its legal and victim support frameworks through the passage and enactment of comprehensive anti-trafficking legislation.



Prosecution

The government maintained its vigorous anti-trafficking law enforcement efforts throughout the year. Malawi prohibits all forms of trafficking through existing laws, including Articles 135 through 147 and 257 through 269 of the Penal Code, though a lack of specific anti-trafficking legislation makes prosecution more challenging and allows for a large range of punishments meted out to convicted traffickers. The punishment prescribed for trafficking under existing laws is commensurate with that for other grave crimes and is sufficiently stringent. The Child Care, Protection and Justice Bill, which defines child trafficking and sets a penalty of life imprisonment for convicted traffickers, was approved by the cabinet and is expected to be tabled by Parliament in 2007. The Malawi Law Commission also began drafting comprehensive anti-trafficking legislation. In 2006, child labor and kidnapping laws were used to convict 10 child traffickers, one of whom was sentenced to six years in prison with hard labor for attempting to sell two children to a businessman. The remainder of the cases involved trafficking of children for agricultural labor and cattle herding. Some traffickers were required to pay fines, compensation, and the cost of repatriating the children to their home villages; however, others who claimed ignorance of the law were merely warned and released. During the year, Malawian police worked with Zimbabwe's Interpol office and IOM to investigate a case of a Zimbabwean victim trafficked to Malawi. Forty additional labor inspectors were hired and trained

in 2006 to inspect agricultural estates and investigate cases of child labor trafficking. Between August and October, the Malawi Law Commission trained 250 prosecutors and investigators from the police and immigration services on prosecuting trafficking cases using existing laws. In March 2007, the Malawi Police Service trained 74 police officers nationwide to provide therapeutic services to traumatized and sexually abused children, including victims of trafficking. In August, it conducted a child protection orientation for district police commanders and a two-week training of instructors for 16 police child protection officers.

Protection

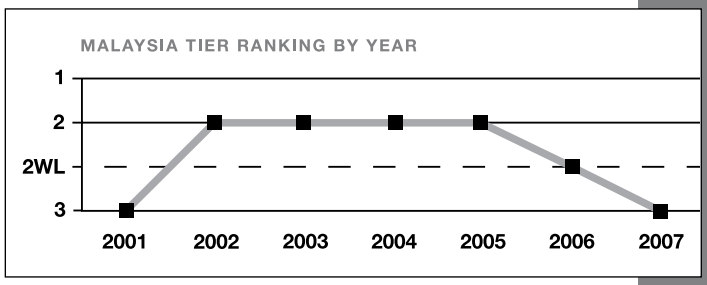
The government made appreciable progress in caring for trafficking victims and provided assistance commensurate with its limited resources and capacity. The government's Lilongwe drop-in center for victims of trafficking and gender-based violence served approximately 50 victims during the year with counseling, medical care, legal assistance, shelter, and vocational training. In partnership with NGOs and UNICEF, the government's rehabilitation center in the southern region provided counseling, rehabilitation, and reintegration services for abused and exploited children, including those involved in prostitution. Community-based services were also provided using volunteers organized by the Ministry of Women and Child Development. After IOM repatriated a Malawian trafficking victim from Dublin, the Ministry provided counseling and facilitated her return to her home village. The government encouraged victims to participate in the investigation and prosecution of traffickers and did not punish them for unlawful acts committed as a direct result of their being trafficked. The Ministry of Labor established 60 additional community child labor committees in six districts that monitored their villages for suspicious behavior and reported suspected trafficking cases to police. The Ministry of Labor conducted sensitization workshops for district labor officers, training them on the roles of the judiciary, NGOs, and police in confronting child trafficking; these officers conduct inspections, enforce labor laws, and put on educational programs on harmful labor practices. The Ministry of Women and Child Development trained 140 new child protection workers who worked as volunteers, as the government was unable to compensate them.

Prevention

The government made significant efforts during the reporting period to raise awareness among civil society, legislators, and law enforcement. The Ministry of Labor continued its distribution of the 2004 National Code of Conduct on Child Labor to farm owners, as well as posters and pamphlets on exploitative child labor and sex trafficking to schools, district social welfare agencies, hospitals, and youth clubs. The Ministry of Labor conducted six sensitization workshops in 2006 for school teachers and estate owners on Malawi's Labor Code as it relates to child labor, as well as "open days," sensitization events in rural areas with plays and speakers on child labor, trafficking, and other harmful practices. The Malawi Human Rights Commission conducted awareness raising campaigns targeted at potential victims of trafficking and sexual violence.

MALAYSIA (Tier 3)

Malaysia is a destination country, and to a lesser extent, a source and transit country for women and children trafficked for the purpose of commercial sexual exploitation; it is also a destination for men, women, and children who migrate voluntarily to Malaysia seeking employment, but who are later subjected to conditions of forced labor as domestic workers, or in the agricultural, construction, or industrial sectors. Foreign victims of sex trafficking in Malaysia, mainly women and girls, from Indonesia, Thailand, the Philippines, Cambodia, Vietnam, Burma, and the People's Republic of China (P.R.C.) are frequently recruited with the promise of a job as a domestic worker, food service or factory worker. Some economic migrants, including children, from countries in the region as well as India, Nepal, Bangladesh, and Pakistan who work as domestic servants and as laborers in the construction and agricultural sectors face exploitative conditions that rise to the level of involuntary servitude. Some Malaysian women, primarily of Chinese ethnicity, are trafficked abroad for sexual exploitation.



The Government of Malaysia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Malaysia is placed on Tier 3 for its failure to show satisfactory progress in combating trafficking in persons, particularly in the areas of punishing acts of trafficking, providing adequate shelters and social services to victims, protecting its migrant workers from involuntary servitude, and for not prosecuting traffickers who were arrested and detained under preventive laws. The Malaysian government needs to demonstrate stronger political will to tackle Malaysia's significant forced labor and sex trafficking problems. The government did not

establish a government-run shelter for foreign trafficking victims that the Ministry for Women, Family and Community Development announced publicly in December 2004 and again in August 2006. Without procedures for the identification of victims, the government continued to treat some trafficking victims as illegal immigrants, and arrest, incarcerate, and deport them. As a regional economic leader approaching developed nation status, Malaysia has the resources and government infrastructure to do far more in addressing the issue of trafficking in persons. Malaysia's House of Representatives passed the Anti-Trafficking in Persons Act on May 10, 2007, which, if enacted, gives Malaysia a significant potential tool with which to effect anti-trafficking reforms. The government needs to show a serious increase in efforts to punish trafficking crimes and to identify and protect trafficking victims over the coming year.

A 2006 Memorandum of Understanding between the Governments of Indonesia and Malaysia regarding the employment of Indonesian women as domestic servants in Malaysia authorizes Malaysian employers to confiscate and hold the passport of the domestic employee throughout the term of employment; this practice has been recognized by many in the international anti-trafficking community as facilitating the involuntary servitude of domestic workers.

Prosecution

The Malaysian government showed no improvement in efforts to investigate and prosecute trafficking cases in 2006. Malaysian law does not prohibit all forms of trafficking. Malaysia criminally prohibits some forms of sex trafficking through its Penal Code, Section 372 and the Constitution prohibits slavery and forced labor. The government does not criminalize debt-bondage nor current labor practices that promote involuntary servitude conditions. Penalties for sex trafficking are commensurate with those for rape. In 2006, the government did not identify any judicial cases against traffickers, but did prosecute 35 persons for procuring minors for the purpose of prostitution. Malaysia, particularly in accordance with the above-mentioned MOU with Indonesia signed in 2006, does not prosecute employers who confiscate passports of migrant workers and who confine them to the workplace. Confiscation of passports, though technically in violation of the Passports Act, is the government's prescribed method of controlling contract laborers. There were no prosecutions of employers who refuse to pay employees and hold their wages in "escrow" until completion of a contract. Immigration and local police authorities overlook or actively ignore trafficking situations involving prostitution. In 2006, there were no government officials implicated, arrested, or tried for involvement in trafficking of persons.

Protection

The Malaysian government provided minimal assistance to victims of trafficking and does not provide shelter or protective services to victims. The police responded to requests by foreign embassies to rescue their nationals who were trapped in prostitution. In these cases, police turned over the victims to their respective embassies. Malaysia encourages victims to assist in the investigation and prosecution of trafficking, though as noted above, there were no identified prosecutions of traffickers last year. The government does not make a systematic effort to identify trafficking victims among vulnerable migrant groups, such as girls and women detained for involvement in prostitution or the thousands of undocumented migrant workers rounded up by government-commissioned volunteer security forces in mid-2006. Despite Malaysia's relative wealth, foreign donors provide greater funding for the protection of girls and women victimized in Malaysia than does the Government of Malaysia. The government provides no legal alternatives to the removal of victims to countries where they face hardship or retribution. Victims detained by immigration authorities, including children, are routinely processed as illegal migrants and held in prisons or illegal migrant detention facilities prior to deportation. Victims identified by the police are usually released into the custody of a home country consular official and sent to a shelter operated by an embassy, if such exists. The Indonesian Government houses approximately 1,100 women and children at its embassy and consular shelters in Malaysia each year, with no assistance from the Malaysian government; the large majority are believed to be victims of trafficking.

Prevention

The Malaysian government rarely sponsored any anti-trafficking information or education campaigns during 2006. The Ministry of Women, Family, and Community Development sponsored a conference for police, immigration, and community development professions to build awareness of trafficking and victim identification. The Royal Malaysian Police co-sponsored a one-day workshop with an NGO and the Malaysia Crime Prevention Foundation to develop a national strategy on combating trafficking. The government has not ratified the 2000 UN TIP Protocol.

MALI (Tier 2)

Mali is a source, transit and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Victims are trafficked from rural to urban areas within Mali and between Mali and other West African countries, most notably Burkina Faso, Cote d'Ivoire, Guinea, Senegal, and Mauritania. Women and girls are trafficked primarily for domestic

servitude and sexual exploitation. Boys are trafficked primarily for forced labor in agriculture and gold mines and for forced begging. Mali has also acknowledged that slavery-related practices, rooted in ancestral master-slave relationships, exist in sparsely populated and remote areas of northern Mali.

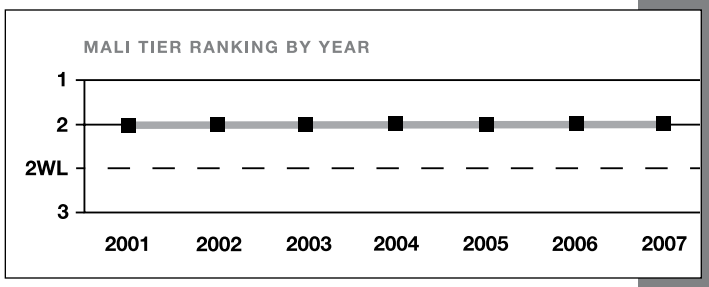
The Government of Mali does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Mali should: draft and pass a law prohibiting the trafficking of adults; increase efforts to investigate, arrest, prosecute, and convict traffickers; strengthen its crime data collection system; establish a national committee against trafficking as called for in its national action plan; and increase efforts to raise public awareness about trafficking.

Prosecution

The Government of Mali demonstrated minimal anti-trafficking law enforcement efforts during the last year. Mali does not prohibit all forms of trafficking, though its 2002 criminal code's Article 229 criminalizes child trafficking. Trafficking of adults is not criminalized. Article 229's prescribed penalty of 5 to 25 years' imprisonment for all forms of child trafficking is sufficiently stringent and commensurate with penalties prescribed for rape. Criminal Code Article 242, passed in 1973, prohibits slavery, prescribing a penalty of 5 to 10 years' imprisonment for slave-holders, and up to 20 years' imprisonment if the victim is younger than 15. The government investigated at least four trafficking cases and arrested three suspected traffickers, two of whom are in custody, but it did not report any trafficking prosecutions or convictions during the year. Although the press reported additional arrests, the government could not confirm them due to lack of a crime data collection system. Government personnel conducted UNICEF-funded anti-trafficking training for judges and labor inspectors. In September 2006, government personnel assisted UNICEF and the ILO in establishing 58 Regional Trafficking Committees, for a total of 344 throughout the country. These regional committees coordinate the activities of an existing network of local surveillance committees that train local community leaders to identify traffickers and report them to local law enforcement authorities.

Protection

The Government of Mali demonstrated steady efforts to provide care for trafficking victims during the year. While the government lacked the resources to operate shelters, it referred victims to three NGO shelters providing temporary care. The government did not report data on the number of victims it assisted during the year. The government is currently working with the ILO to implement a project to assist 9,000 children at risk of being trafficked or subjected to exploitative child labor. In December 2006, government personnel assisted IOM and an NGO to repatriate 27 Ivorian child victims. In October 2006, the government identified 27 victims in Niono, including 12 child victims whom the government repatriated to Burkina Faso in coordination with IOM. In January 2007, security forces rescued 11 trafficked Malian children and returned them to their homes. In March 2007, the government coordinated with IOM and NGOs to repatriate 34 Ivorian boys trafficked to Mali. The government dedicated three or four officials in each of Mali's nine provinces to work with an NGO to facilitate the repatriation or return of victims. Such officials return victims to their home communities in Mali by chaperoning them on one to three-day journeys back home. The government does not encourage victims to assist in trafficking investigations or prosecutions, though the majority of victims are children. The government does not provide victims with legal alternatives to their removal to countries where they face hardship or retribution. Victims are not penalized for unlawful acts committed as a direct result of being trafficked.



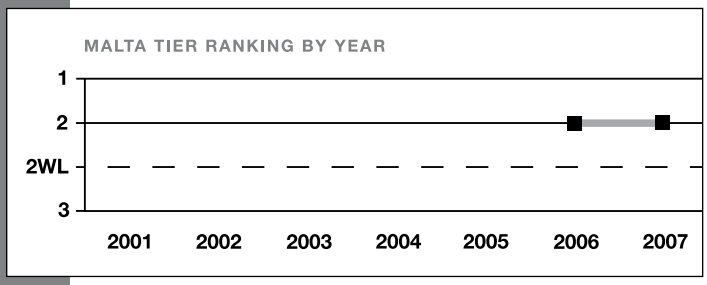
Prevention

The Government of Mali made minimal efforts to raise awareness about trafficking during the reporting period. Mali's 2002 National Action Plan Against Trafficking calls for a national anti-trafficking committee, which the government has yet to form, despite financial support from an international NGO. Government personnel implemented donor-funded civic education programs to increase public awareness of trafficking.

MALTA (Tier 2)

Malta is a destination country for men and women trafficked for the purpose of commercial sexual exploitation. Malta is also a source country for minors trafficked internally for commercial sexual exploitation. There is anecdotal evidence that women from Serbia, Russia, Ukraine, Romania, and other Eastern European countries may be trafficked to Malta for forced prostitution. Between 1,500 to 1,800 African illegal immigrants arrive in Malta each year; it is unclear whether any are trafficked to or through Malta for labor or sexual exploitation.

The Government of Malta does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Malta arrested suspected traffickers and offered protection services to trafficking victims. Criminal investigations of trafficking offenses were low over the reporting period, and Malta did not carry out any anti-trafficking awareness raising campaigns. Malta should significantly increase investigations and prosecutions of trafficking crimes, and should also institute a formal victim identification procedure to ensure that trafficking victims are not punished.



Prosecution
Malta made modest efforts to prosecute trafficking in persons offenses during the reporting period. Malta's criminal code prohibits trafficking for commercial sexual exploitation and involuntary servitude, punishable by two to nine years' imprisonment. The White Slave Traffic Suppression Ordinance, as amended in 1994, prohibits the prostitution of minors under 21 years old, with prescribed penalties of up to four years' imprisonment. Prescribed penalties for trafficking offenses are thus sufficiently stringent to deter, but penalties for prostitution of minors are not commensurate with those for other grave crimes; conviction for rape carries a penalty of up to 10 years' imprisonment. This year, the government arrested five individuals for trafficking a Romanian woman into prostitution; their prosecutions are pending. The trafficked woman was offered protection by the police, gave court testimony, and was returned to her country of origin, which was her request. Another prosecution resulted in the conviction of a man for trafficking two women for prostitution; in January, the Court of Appeals confirmed a suspended sentence for the man. A police officer convicted for complicity in trafficking in 2005 remains out of jail on bail pending his appeal. Another police officer was convicted for a similar offense and sentenced to three years' imprisonment. The government should provide trafficking-related training to law enforcement and judicial officials, and it should significantly increase investigations for trafficking offenses, particularly when evidence of such offenses results from raids, brothels, or arrests of illegal migrants.

Protection
Malta took some steps to protect victims of trafficking during the reporting period. The government provides victim protection services through a primary social service agency that is directly funded and supervised by the Ministry for the Family and Social Solidarity. Despite reports that police attempt to identify trafficking victims among vulnerable groups, the government did not provide sufficient evidence that the 203 women arrested this year for prostitution were formally screened for evidence of trafficking prior to being charged with criminal offenses. As a result, some victims of trafficking may have been treated as offenders rather than victims, and punished accordingly. In the case of minors used in commercial sexual exploitation, specially trained police officers interview and refer them to Child Protection Services for assistance in reintegration. The police are trained to screen those arrested for prostitution for their vulnerability to exploitation. Immigration officials screen at the border and when visas are renewed for possible situations of sexual or labor exploitation.

Prevention
The government made limited efforts to prevent trafficking in persons this year. Maltese authorities responsible for issuing visas and patrolling borders are reportedly trained in identifying potential victims of trafficking to prevent trafficking into Malta. The government did not conduct any anti-trafficking awareness campaigns.

MAURITANIA (Tier 2 Watch List)

Mauritania is a source and destination country for children trafficked for the purposes of forced labor and sexual exploitation. Mauritanian boys called *talibe* are trafficked within the country by religious teachers for forced begging and by street gang leaders for forced stealing, begging, and selling drugs. Girls are trafficked internally for domestic servitude and sexual exploitation. Senegalese and Malian boys are trafficked to Mauritania for forced begging by religious teachers. Senegalese and Malian girls are trafficked to Mauritania for domestic servitude. Senegalese, Malian, Ghanaian, and Nigerian women and girls may be trafficked to Mauritania for sexual exploitation. Slavery-related practices, rooted in ancestral master-slave relationships, exist in isolated parts of the country. Reports during the year of large numbers of nationals from neighboring countries transported to Mauritania by boat en route to Spain appear to be cases of smuggling and illegal migration rather than trafficking.

The Government of Mauritania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. Mauritania

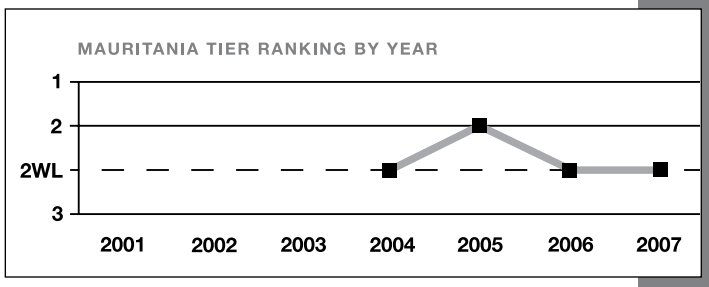
is placed on Tier 2 Watch List for a second consecutive year for its failure to provide evidence of increasing efforts to eliminate trafficking over the past year. To strengthen its response to trafficking, Mauritania should apply its law against trafficking in persons, strengthen its anti-slavery law, and increase protection and awareness-raising efforts.

Prosecution

The Government of Mauritania demonstrated weak law enforcement efforts during the year. Mauritania prohibits all forms of trafficking through its 2003 Law Against Trafficking in Persons and slavery through its 1981 Abolition of Slavery Ordinance. The prescribed penalty of five to 10 years for all forms of trafficking is adequate and exceeds the nation's prescribed penalty for forcible sexual assault. The slavery ordinance, however, neither prescribes a penalty nor defines slavery. Mauritania failed to report any trafficking or slavery prosecutions or convictions during the year. Lacking exact data, Mauritania estimated that it investigated five cases of trafficking or slavery, most of which were reported to officials by civil society activists. In each case, authorities concluded that slavery did not exist, but failed to apply the trafficking statute. Reports indicate that some local officials may have covered up slavery cases by intimidating or providing clothing and other goods to individuals in servitude so they would testify to satisfactory living conditions. In response to the repatriation to Mauritania in 2006 of 21 children who had been trafficked to the United Arab Emirates as camel jockeys, the head prosecutor spoke at donor-organized public education sessions about penalties prescribed under Mauritanian law against traffickers. The government is in the process of establishing a children's police brigade to enforce a January 2006 ordinance against child prostitution and exploitative child labor.

Protection

Mauritania demonstrated modest efforts to protect trafficking and slavery victims during the reporting period. With financing from the African Development Bank, the government provided six months of literacy training for 5,000 women, most of them domestic servants of an ethnic group historically victimized by slavery. The government continued to contribute personnel and a building to a collaborative project with UNICEF and a private bank to provide micro-credit programs for domestic workers and former slaves. Mauritania continued to fund six centers in Nouakchott providing care for indigents, many of whom were *talibe* boys. The centers, however, are operating below capacity despite apparent need. The government also created a welcome center for 21 victims repatriated to Mauritania in 2006 after having been trafficked to the United Arab Emirates as camel jockeys. The government does not encourage victims to assist in trafficking or slavery investigations or prosecutions. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. Victims are inappropriately incarcerated, fined or penalized for unlawful acts as a direct result of being trafficked. The government places children in jail for stealing or engaging in sexual activity (including for being raped), although many of them are likely trafficking victims.



Prevention

The Government of Mauritania made limited efforts to raise awareness about trafficking and slavery during the reporting period. The inter-ministerial working group on trafficking adopted a national action plan against trafficking during the reporting period. In March 2006, the government held a "Day of Reflection" for development partners, the media, civil society and political parties to discuss strategies for eradicating the vestiges of slavery.

MAURITIUS (Tier 2)

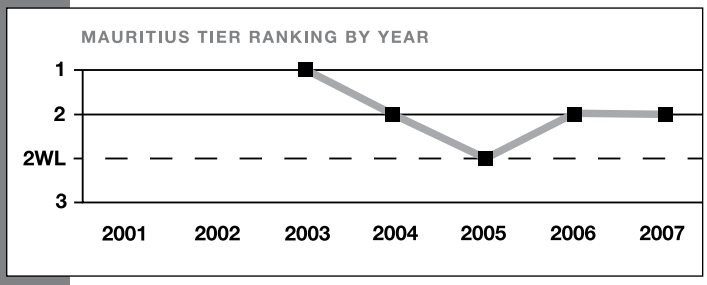
Mauritius is a source country for female children trafficked within the country for the purpose of commercial sexual exploitation. This commercial sexual exploitation of children (CSEC) largely consists of school girls engaging in the practice, often with the encouragement and support of their peers or family members. Taxi drivers are known to provide transportation and introductions to both the girls and the clients.

The Government of Mauritius does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government openly acknowledges that child prostitution occurs within the country and is actively working to curb the problem. To further its efforts, the government should complete the prosecution of suspected traffickers apprehended in 2006 and expand the provision of anti-trafficking training to law enforcement officials force-wide.

Prosecution

The government vigorously investigated cases of human trafficking throughout the year. Mauritius prohibits all forms of trafficking found in the country through its Child Protection Bill of 2005, which prescribes punishment of up to

15 years' imprisonment for convicted offenders. These penalties are sufficiently stringent and commensurate with those for other grave crimes. The government does not have laws prohibiting the trafficking of adults, though existing statutes covering crimes such as forced labor could be used to prosecute cases. To rectify this situation, the Attorney General's Office has announced plans to draft a comprehensive anti-trafficking statute. During the reporting period, police arrested three pimps and six clients caught exploiting children in prostitution. This included the identification and dismantling of a network operating near the capital; three victims were identified and assisted as a result. Prosecution of these alleged traffickers has not yet commenced. Police also began investigation of a high profile case involving a woman suspected of pimping her granddaughter to neighborhood men. Continued raids in tourist areas where child sex tourism is rumored to be prevalent did not uncover any children in prostitution. In November, police trainers presented a one-week anti-trafficking training program to 32 officers at the national police training school. Forty-one Minor's Brigade officers and recruits received anti-trafficking training in May, and 28 officers in the Police Family Protection Unit were trained in August. Although the government allocated funds to increase the capacity of the Minor's Brigade in 2005, the recruited officers and vehicles have not come into service, limiting the unit's operations to six officers and one vehicle.



Protection

Despite an increase in both anti-trafficking awareness and law enforcement efforts over the reporting period, both social service providers and law enforcement officials continued to experience difficulty locating and assisting victims. The government provided funding to NGOs offering protection to victims of trafficking. The government-run drop-in center for children engaged in prostitution actively advertised its counseling services through bumper stickers, a toll-free number, and community outreach; its social worker continued to promote the services in schools and local communities. The center assisted 13 girls engaged in prostitution during the year. Mauritius has a formal protocol on the provision of assistance to victims of sexual abuse; CSEC victims are accompanied to the hospital by a child welfare officer and police work in conjunction with this officer to obtain a statement. However, the government occasionally punishes victims of trafficking for offenses committed as a result of their trafficking situation; during the period, one child engaged in prostitution was arrested and placed in a juvenile detention center.

Prevention

The government made notable efforts to prevent the commercial sexual exploitation of children during the year. Law enforcement officials conducted surveillance at bus stops, night clubs, gaming houses, and other places frequented by children to identify and interact with students who are at a high risk of commercial sexual exploitation. The Police Family Protection Unit and the Minor's Brigade also conducted a widespread child abuse awareness campaign at 34 schools and community centers that contained a segment on the dangers and consequences of CSEC. Minister-level officials and the Ombudsperson for Children publicly supported NGO programs that provided additional education to schoolchildren on CSEC. Throughout the year, the media publicized the arrest of suspected pimps.

MEXICO (Tier 2 Watch List)

Mexico is a source, transit, and destination country for persons trafficked for the purposes of commercial sexual exploitation and forced labor. The majority of victims trafficked into the country come from Central America, destined for Mexico or the United States. A lesser number of victims come from South America, the Caribbean, Eastern Europe, and Asia. A significant number of Mexican women, girls, and boys are trafficked internally for sexual exploitation, often lured from poor rural regions to urban, border, and tourist areas through false offers of employment; many are beaten, threatened, and forced into prostitution. Sex tourism, including child sex tourism, appears to be growing, especially in tourist areas such as Acapulco and Cancun, and border towns like Tijuana; foreign pedophiles arrive most often from Western Europe and the United States. Organized criminal networks traffic women and girls from Mexico into the United States for commercial sexual exploitation. In a new trend, the trafficking of U.S.-resident children into Mexico for commercial sexual exploitation was reported during the last year. Trafficking in Mexico is frequently conflated with alien smuggling, although the same criminal networks are often involved.

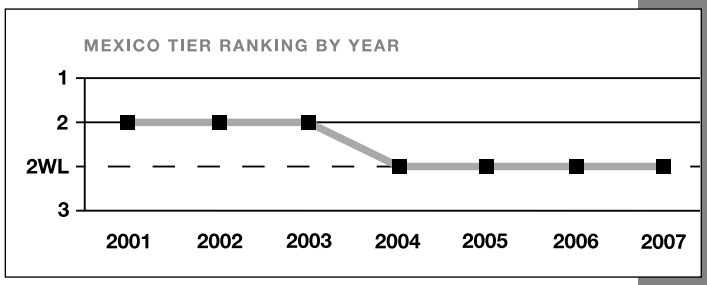
The Government of Mexico does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Government of Mexico remains on Tier 2 Watch List for the fourth consecutive year based on future commitments of the government to undertake additional efforts in prosecution, protection, and prevention of trafficking in persons over the coming year. While solid efforts have been

made in dedicating resources to anti-trafficking efforts and in investigating trafficking crimes, progress remains lacking in key areas such as indicting, convicting, and sentencing trafficking offenders and passing and enacting much-needed federal and state anti-trafficking legislation. A comprehensive federal anti-trafficking law is moving forward, however, and differing versions have been passed by each house of Mexico's Congress. The Mexican Senate is expected to vote later this year on the version approved by the Chamber of Deputies on April 26, 2007. In addition, the number of trafficking victims in Mexico is significant, and there are indications that it is increasing steadily. The phenomenon of child sex tourism also is on the rise. Mexico can advance its efforts to combat human trafficking by focusing additional resources on the problem, aggressively prosecuting traffickers, enhancing victim protection, confronting trafficking complicity by public officials, and improving anti-trafficking cooperation with neighboring countries.

Prosecution

The Government of Mexico increased efforts to investigate and prosecute human traffickers during the reporting period, but needs to pursue traffickers more vigorously by securing more convictions and sentences against them. Although final passage of federal anti-trafficking legislation is pending in the Mexican Senate, Mexican federal law does not currently prohibit the trafficking of adults for the purpose of commercial sexual exploitation, though disparate federal and state statutes are used to prosecute a variety of trafficking crimes. Article 201 of Mexico's federal penal code criminalizes the corruption of minors, child prostitution, and child pornography, prescribing penalties of up to 10 years' imprisonment, which are sufficiently stringent and exceed penalties prescribed for other grave crimes. Article 365 criminalizes labor exploitation or servitude, prescribing a penalty of up to one year of imprisonment, which is not sufficiently stringent to deter acts of forced labor. While enacting a comprehensive federal law is critical for strengthening government capacity to combat human trafficking, state governments have played a significant role in advancing overall anti-trafficking efforts in Mexico. Federal jurisdiction is typically invoked in organized-crime cases; thus, state anti-trafficking laws are necessary for prosecuting cases on the local level. Mexico's 31 states and its federal district criminally prohibit different aspects of trafficking in persons. Three states — Michoacan (limited), Chihuahua, and Guerrero — passed specific anti-trafficking laws in 2006.

Last year, federal authorities initiated at least 13 trafficking investigations and secured one conviction and sentence in a major case where the defendant was extradited to the United States to stand trial for trafficking Mexican women and girls into prostitution in New York. While the number of trafficking convictions obtained last year in Mexico remained level with 2005, the government's efforts to investigate trafficking crimes increased from eight cases in 2005 to at least 13 cases in 2006. However, the government continues to experience difficulties and delay with pushing cases through the judicial system, and securing convictions and sentences against human traffickers. In one major case, six defendants — including a Mexican immigration official — were granted stays or released pending final sentencing, only to become fugitives from justice. Other trafficking investigations remain open despite years of examination, and other cases are not pursued because victims fear retribution from their traffickers, or are discouraged from pressing charges by police or family members. In 2006, the government investigated one case involving forced labor of Chinese nationals; however, no formal indictments have been issued to date. But the government increased investigations of foreign pedophiles and international and internet-based sex trafficking rings, and the federal police improved data collection on trafficking cases.



During the reporting period, the Mexican government cooperated with the United States government on a number of cross-border trafficking cases, some involving prosecutions in both countries. The Mexican government also requested and received extradition of a U.S. resident accused of operating a child prostitution ring in Cancun; he remains in a Mexican jail. Nonetheless, competing law-enforcement priorities and security concerns in the country, along with scarce government resources, have hampered criminal investigations against traffickers. Corruption among public officials, especially local law enforcement and immigration personnel, also continues to be a serious concern; some officials reportedly accept or extort bribes, discourage victim reporting, or turn a blind eye to human trafficking activity in brothels and other locales. The Government of Mexico can improve enforcement efforts by vigorously addressing complicity in trafficking by public officials.

Protection

The Mexican government sustained but did not improve on its modest level of victim protection over the last year. While there are no government-run shelters or services dedicated specifically to traffick-

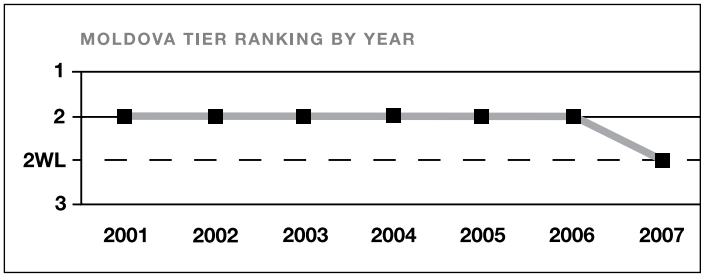
ing victims, Mexico's social welfare agency operates shelters that assist trafficking victims along with other victims of violence. The government also provides limited funding to anti-trafficking NGOs. Most foreign trafficking victims in Mexico continued to be deported, although the government in September 2006 authorized the issuance of renewable one-year humanitarian visas to victims who assist with the prosecution of their traffickers. So far, 11 trafficking victims have been given these visas. However, many victims in Mexico are reluctant to press their cases due to fear of retribution from their traffickers, many of whom are members of organized criminal networks. While government resources in this area may be limited, setting up a secure witness-protection program in human trafficking cases would help law enforcement to ensure the physical safety of trafficking victims, and guarantee their testimony at trial. Funding anti-trafficking NGOs with specific capacity would accomplish the same goal. In 2005, there were no reports of victims being penalized for unlawful acts committed as a direct result of being trafficked. However, some child victims of commercial sexual exploitation in Cancun reportedly were further sexually exploited by police upon detention. The government lacks procedures for identifying trafficking victims among vulnerable populations, such as persons detained for prostitution or immigration violations. In addition, no formal mechanism exists for referring identified trafficking victims to specialized NGOs for care. Efforts to implement memoranda of understanding with Guatemala, Belize, Honduras, and El Salvador to repatriate undocumented migrants, including children and trafficking victims, continued to be incomplete.

Prevention

The government increased prevention efforts during the reporting period. High-level government officials continued to stress the need to fight trafficking. The government produced anti-trafficking literature, and sponsored seminars to raise public awareness about human trafficking. The Mexican Senate and the federal police launched anti-trafficking commercials and media campaigns. The government does not have a national action plan to combat human trafficking, although some government agencies have drafted their own. Some NGOs reported government resistance to collaborating on anti-trafficking initiatives and projects, especially on the federal level. Better collaboration is reported on the state level.

MOLDOVA (Tier 2 Watch List)

Moldova is a major source, and to a lesser extent, a transit country for women and girls trafficked for the purpose of commercial sexual exploitation. Moldovan women are trafficked to Turkey, Israel, the U.A.E., Ukraine, Russia, Cyprus, Greece, Albania, Romania, Hungary, Slovakia, the Czech Republic, Italy, France, Portugal, and Austria. Girls and young women are trafficked internally from rural areas to Chisinau. The small breakaway region of Transnistria in eastern Moldova is outside the central government's control and remained a significant source and transit area for trafficking in persons.



The Government of Moldova does not fully comply with minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Moldova is placed on Tier 2 Watch List because it did not provide evidence that the government is addressing complicity in severe forms of trafficking by government officials. Trafficking corruption at all levels throughout the government continued unchecked during most of the reporting period. Throughout the year, specific reports surfaced of officials' complicity in trafficking, involving senior government officials, as well as border guards and police officers, though the government made no significant efforts to investigate, prosecute, convict, or sentence these complicit officials. In August 2006, several government investigators, prosecutors and senior officials — including the deputy director of the Center to Combat Trafficking in Persons (CCTIP) — were dismissed from their jobs for assisting a prominent trafficker and his syndicate, but have not been prosecuted. The Government of Moldova should: vigorously investigate, prosecute, convict, and sentence all public officials complicit in trafficking; fund the implementation of a new National Action Plan through its national committee on trafficking; increase resources devoted to victim assistance and protection; and boost proactive efforts to identify trafficking victims and investigate trafficking crimes.

Prosecution

The Government of Moldova showed modest improvement in its anti-trafficking law enforcement efforts, with an increased number of trafficking investigations during the reporting period. Moldova prohibits trafficking for the purposes of commercial sexual exploitation and forced labor through Articles 165 and 206 of its criminal code, respectively. Penalties prescribed range from seven years to life imprisonment, which are sufficiently stringent and are commensurate with those for other grave crimes. In 2006, authorities investigated 466 trafficking

cases, up from 386 in 2005. The Government of Moldova did not provide prosecution data for 2006, however. Convictions were obtained against 71 traffickers in 2006, up from 58 convictions in 2005. Sentencing data for 2006 was inconclusive.

Protection

The government made no real efforts to improve victim assistance and protection in 2006, in part because of its limited resources. Despite implementation of a referral mechanism in five counties, most government officials were not proactive in identifying victims or potential victims, even when allegations were made. Police did refer some underage victims who were repatriated from Russia to NGOs for assistance. All victim assistance and protection continued to be provided by NGOs and international organizations and funded by foreign donors, although the government did provide limited in-kind support to some NGOs. The government in 2006 provided a new building for the IOM-managed and funded rehabilitation center for trafficking victims. Victims are granted a 30-day reflection period. Victims generally do not assist law enforcement with investigations or prosecutions because the government is largely unable to protect victims from retaliation by traffickers. Despite a 2005 law to the contrary, victims continued to be penalized for prostitution or illegal border crossing.

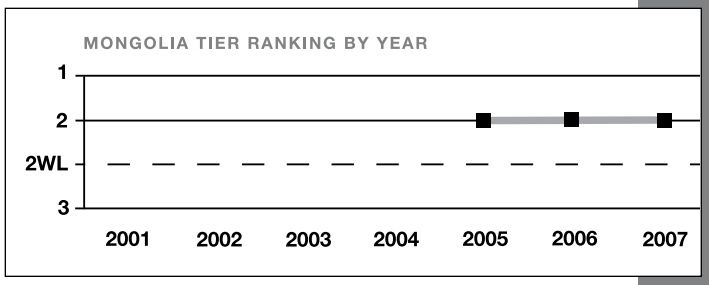
Prevention

Moldova's efforts to prevent trafficking remained weak in 2006. The government continued to rely on NGOs and international organizations to provide the majority of public awareness and education campaigns. Officers from CCTIP met with students and teachers at several schools in Chisinau and provided interviews to local media during the reporting period. Some government officials participated in radio programs discussing trafficking.

MONGOLIA (Tier 2)

Mongolia is a source country for women and men trafficked for the purposes of sexual exploitation and forced labor. Trafficking reportedly has increased in Mongolia over the last few years but remains difficult to quantify. Most victims do not file police reports or approach NGOs. Mongolian girls and women are trafficked to People's Republic of China, Macau, and South Korea for commercial sexual exploitation. A significant number of North Koreans contract laborers in Mongolia are not free to leave their employment, raising strong concerns that their labor is compulsory. Some Mongolian women who enter into marriages with foreign husbands — mainly South Koreans — discovered conditions of involuntary servitude after moving to their husbands' homeland. Underage girls are trafficked internally for the purpose of commercial sexual exploitation.

The Government of Mongolia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mongolia should increase its efforts to combat trafficking in persons, particularly through law enforcement means. The government should ensure that it has the legal tools to prosecute all trafficking offenses, including those which occur through fraud or coercion.



Prosecution

The Government of Mongolia's anti-trafficking law enforcement efforts did not improve over the reporting period. Mongolia appears to prohibit all forms of trafficking in persons through Section 113 of its criminal code, with prescribed penalties of 10 to 15 years' imprisonment, which are sufficiently stringent and commensurate with those for other grave crimes. Over the last year, the government did not prosecute any trafficking offenses or convict any trafficking offenders, a decline from five cases prosecuted and one trafficker convicted during the previous year. Twelve cases of trafficking involving 25 victims were investigated by police during the year. Prosecution efforts are hampered by the paucity of victims filing police complaints, as well as by the fact that State prosecutors do not pursue some cases presented to them by the police. Legal changes are under consideration that would help ensure the effective prosecution of trafficking crimes. While there were reports that some law enforcement officials may have facilitated trafficking crimes, there were no documented cases of such facilitation and no investigations or prosecutions of officials for complicity in trafficking.

Protection

The Mongolian government sustained efforts to protect victims of trafficking over the last year. Although the government does not run or fund shelters for victims of trafficking, Mongolian authorities refer identified victims to protection services provided by NGOs. Victims are encouraged to participate in the investigation of traffickers. The government ensures that identified victims of trafficking are not penalized for unlawful acts committed as a direct result of being trafficked. The government continued to provide assistance to child victims of commercial sexual exploitation, through a police program that encourages their re-entry into school. In 2006, the government

announced plans to open a consulate in Macau in order to provide services to Mongolian nationals, including those who have become victims of trafficking in the Macau Special Administrative Region. The government began cooperation with the IOM on a program to assist with repatriation of victims and to provide counseling and other services.

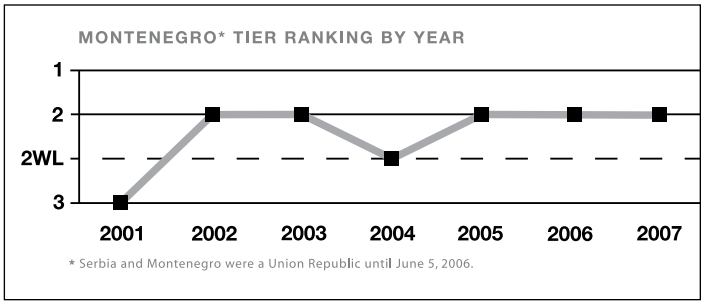
Prevention

The Mongolian government continued efforts to raise public awareness of trafficking by conducting an anti-trafficking campaign throughout the year. The Ministry of Foreign Affairs continued its distribution of information on trafficking to consular officers serving overseas. Mongolia has not ratified the 2000 UN TIP Protocol.

MONTENEGRO (Tier 2)

Montenegro is a source, transit, and destination country for women and girls trafficked within the country and transnationally for the purpose of commercial sexual exploitation. Women and girls from Ukraine, Lithuania, Bosnia and Herzegovina, Russia, and Serbia were trafficked to Montenegro for commercial sexual exploitation.

The Government of Montenegro does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Montenegro became independent in 2006, dissolving the former State Union of Serbia and Montenegro. In past years, Montenegro's activities were reported separately from that of Serbia, but the State Union was ranked as a whole on the aggregate level of its efforts to combat trafficking. The government should make additional efforts to identify, arrest, and prosecute traffickers and police officers who protect trafficking operations. The government should continue educating law enforcement officers on recognizing trafficking cases, since the special anti-trafficking team was eliminated in early 2007 as part of an overall plan to reorganize the police. The government plans to name a senior police officer to assume responsibility for coordinating anti-trafficking activities. The government should make greater efforts to prosecute and convict police officials who are involved in trafficking.



Prosecution

The Government of Montenegro demonstrated some discernable progress in its anti-trafficking law enforcement efforts over the last year. Montenegro prohibits sex and labor trafficking through Article 444 of its criminal code. Penalties for trafficking are sufficiently stringent, and penalties for trafficking for commercial sexual exploitation are commensurate with those for rape. The government routinely provided data on arrests, prosecutions, convictions, and sentences in trafficking cases in 2006, both periodically (including press releases) as monthly reports, and as an annual summary. Eight persons, in two cases, were convicted of trafficking in persons offenses in 2006. Three persons were convicted of attempting to traffic Bangladeshi nationals to Western Europe through Montenegro for labor exploitation. Sentences imposed on the three were: three years' imprisonment; two years and eight months' imprisonment; and two years and six months' imprisonment. Law enforcement officials currently are investigating other suspected trafficking cases. The government provides extensive training to police, prosecutors, judges, and other officials on how to recognize, investigate, and prosecute trafficking. In cooperation with the Italian government, the Government of Montenegro drafted a Manual for Training Judges and Prosecutors. The government provided training on trafficking to police of all ranks. In 2007, as part of a reorganization effort, Montenegro eliminated the police special anti-trafficking team and its officers were assigned other duties. Low-level corruption among police and customs officials who unofficially provide security to nightclubs or bars that serve as trafficking outlets allows some traffickers to evade law enforcement efforts.

Protection

The Government of Montenegro demonstrated increased efforts to protect and assist victims of trafficking. The Montenegrin government did not demonstrate use of a systematic effort to identify victims of trafficking among vulnerable populations, such as foreigners found in prostitution or detained for immigration violations. It did, however, encourage victims to assist in the investigation and prosecution of trafficking crimes, though few cases were actually developed in the last year. Occasionally this encouragement may amount to excessive pressure on victims. Victims may file civil suits against traffickers, but this has not yet occurred. Montenegro issues temporary residence permits for foreign victims of trafficking for up to one year at a time; if necessary, victims are resettled to third countries. Victims are not detained, prosecuted, fined, or otherwise penalized for unlawful acts committed as a direct result of being trafficked. The Government provides adequate protection, shelter, and care for victims. There are two shelters for victims of trafficking, one run by

an NGO and the second by IOM. The Government of Montenegro fully funds the NGO shelter and provides police security.

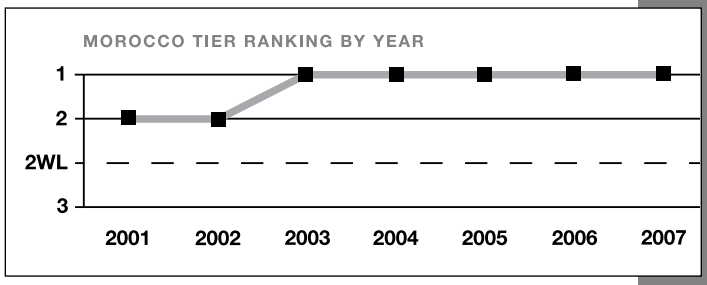
Prevention

The Government of Montenegro continued support activities aimed at the prevention of trafficking in persons. The government maintains an informative Web site on its anti-trafficking efforts. A government-funded NGO maintains a hotline for potential victims of trafficking. Montenegro collaborates with international organizations in raising awareness of trafficking. The government also supports anti-trafficking educational programs in the public schools.

MOROCCO (Tier 1)

Morocco is a source country for children trafficked internally for the purposes of domestic servitude and, to a lesser extent, commercial sexual exploitation. Morocco is also a source, transit and destination country for women and men trafficked for commercial sexual exploitation and involuntary servitude. Young Moroccan girls from rural areas are recruited to work as child maids in cities, but often face conditions of involuntary servitude, including restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Moroccan boys and girls are exploited in prostitution within the country and are increasingly victims of a growing child sex tourism problem. Moroccan girls and women are trafficked internally and to Saudi Arabia, Qatar, Syria, the U.A.E., Cyprus, and European countries for commercial sexual exploitation. In addition, men and women from sub-Saharan Africa, India, Bangladesh, Sri Lanka and Pakistan often enter Morocco voluntarily, but illegally, with the assistance of smugglers. Once in Morocco, some women are coerced into commercial sexual exploitation to pay off smuggling debts, while men may be forced into involuntary servitude.

The Government of Morocco fully complies with the minimum standards for the elimination of trafficking. Morocco continues to prosecute child sex trafficking crimes, and in January 2007 it initiated a public awareness campaign to educate Moroccans about the consequences of employing child maids. The Secretary of State for Family, Solidarity, and the Handicapped announced a National Plan of Action for Children for 2006-2015 to protect children from mistreatment, violence, and exploitation by creating child protection units around the country. The government, however, did not investigate or prosecute any abusive employers for forced child domestic labor. In addition, the government did not take serious steps to increase law enforcement efforts against the commercial sexual exploitation of adults and foreign women. The government should utilize existing laws to increase prosecutions of those who traffic both adults and minors for forced prostitution and involuntary servitude and should increase law enforcement efforts against the commercial sexual exploitation of children and foreign women.



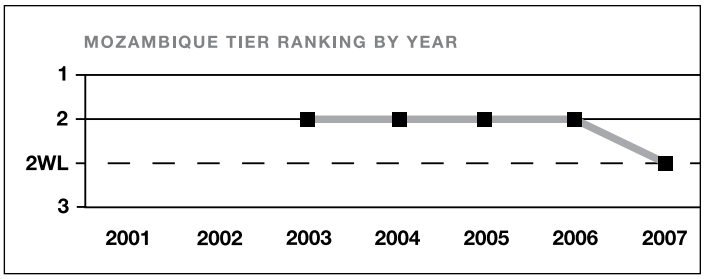
Prosecution

The Government of Morocco made uneven progress in its prosecution of traffickers and corrupt officials over the last year. While Morocco does not have a comprehensive anti-trafficking law, its penal code prohibits forced child labor through Article 467, forced labor through Article 10, and forced prostitution and prostitution of a minor through Articles 497-499. The Moroccan government reports that it also employs the Immigration Law of 2003 and other statutes, such as those prohibiting kidnapping, fraud, and coercion, to prosecute trafficking offenses. Penalties under these various statutes appear to be sufficiently stringent, and those for sex trafficking are commensurate with those prescribed for other grave crimes. In 2006, the government prosecuted 170 cases of inciting a minor into prostitution and convicted 134 traffickers; Morocco did not provide data regarding the sentences imposed on the convicted traffickers. The government did not report prosecuting any cases concerning the involuntary domestic servitude of children or the forced prostitution of adults. Morocco reported dismantling more than 350 "trafficking rings;" however, the government makes no distinction between migrant smuggling and trafficking, so it is difficult to determine how many of these rights were actually engaged in trafficking. The government convicted three police officers for trafficking offenses in northern Morocco. Sentences for these convicted officers ranged from a two months' suspended prison sentence with a fine to four years' imprisonment. In addition, two Casablanca port police officers were charged with organizing a criminal gang to facilitate trafficking.

Protection

Morocco made some progress in its overall efforts to protect victims of trafficking over the last year. Some victims are encouraged to assist in the investigation of their traffickers, but the government does not offer foreign victims legal alternatives to removal to countries in which they may face hardship or retribution. Moreover, Morocco does not attempt to identify systematically trafficking victims among vulnerable people, such as foreign women arrested for prostitution and illegal migrants; as a

result, potential victims may be detained, jailed or deported without being offered protection. The government continues to work with international agencies to train officials posted in destination or transit countries on trafficking victim identification and victim sensitivity.



Prevention

Morocco improved its efforts to prevent trafficking over the reporting period. In January, the government, working closely with NGOs, initiated a public awareness campaign to educate Moroccans about the rights of child domestic servants through TV, radio, and brochures. The government also continued to collaborate with the governments of Spain and Italy, as well as other EU countries, to prevent the illegal migration and trafficking of sub-Saharan Africans, Asians, and Moroccans to Europe. The government did not, however, show significant efforts to raise public awareness of the commercial sexual exploitation of children and women in major cities, especially tourist areas. Morocco has not ratified the 2000 UN TIP Protocol.

MOZAMBIQUE (Tier 2 Watch List)

Mozambique is a source and possibly a destination country for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. The use of forced and bonded child laborers is a common practice in Mozambique's rural areas, often with the complicity of family members. Women and girls are trafficked from rural to urban areas of Mozambique, as well as to South Africa, for domestic servitude and commercial sexual exploitation in brothels; young men and boys are trafficked to South Africa for farm work and mining. Trafficked Mozambicans often labor for months in South Africa without pay before "employers" have them arrested and deported as illegal immigrants. Traffickers are typically part of small networks of Mozambican and/or South African citizens; however, involvement of larger Chinese and Nigerian syndicates has been reported. Zimbabwean women and girls are likely trafficked to Mozambique for sexual exploitation and domestic servitude.

The Government of Mozambique does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Mozambique is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year. To further its anti-trafficking efforts, the government should prosecute and convict arrested traffickers; ensure the passage of anti-trafficking legislation; launch a public awareness campaign; and investigate and prosecute public officials suspected of accepting bribes to overlook trafficking crimes or free traffickers.

Prosecution

While Mozambique took steps toward the passage of anti-trafficking legislation during the reporting period, concrete law enforcement efforts decreased. Mozambique does not prohibit any form of trafficking in persons, though its penal code includes at least 13 articles under which trafficking cases can be charged. Nevertheless, there were no prosecutions or convictions of traffickers in 2006. In March 2007, the Ministry of Justice presented to Parliament a framework law on child protection that provides comprehensive guidelines for future laws concerning the sale and trafficking of children. The Ministry also finished drafting a comprehensive law against human trafficking that contains specific provisions on prevention, prosecution, and protection. In early 2007, the Ministry and a local NGO conducted a series of three forums in the northern, central, and southern parts of the country that allowed for public debate of the draft law. Many lower-ranking police and border control agents are believed to accept bribes from traffickers, severely hindering Mozambique's prosecution efforts. Police reported breaking up several trafficking schemes, arresting several drivers and facilitators, but not the traffickers behind the operations. For example, in February 2007, police stopped a bus driver in Manica attempting to transport 24 undocumented Mozambicans across the border into South Africa; the distinction between smuggling and trafficking could not be made at that point in the transport process. The Ministry of Interior, with support from UNICEF, conducted anti-trafficking training for more than 70 police officers in Gaza, Tete, and Zambezia provinces.

Protection

The government's efforts to protect victims of trafficking continued to suffer from a lack of resources; government officials regularly relied on NGOs to provide shelter, food, counseling, and rehabilitation for victims of trafficking. The government encouraged victims to assist in the investigation and prosecution of traffickers, and it did not penalize victims for unlawful acts committed as a result of their being trafficked. During the reporting period, the Kulaya Healing Center in the government-run Maputo Central Hospital assisted trafficking victims with medical care and counseling. In 2006, the Ministry of Interior expanded from 96 to 151 the number of police stations with offices dedicated to women and children victimized by violence;

these offices registered complaints and filed reports of trafficking crimes before turning victims over to NGOs for care. During the year, these offices received 47 human trafficking cases, some involving multiple victims, from NGOs and, occasionally, from police. Police officers reportedly returned victims to their homes. In May, a local NGO opened the country's first permanent shelter for child trafficking victims, which was constructed on land donated by the Moamba District government.

Prevention

The government's prevention efforts remained weak. Most anti-trafficking educational workshops were run by NGOs with government participation. During the year, law enforcement officials publicized several trafficking cases and government-owned media outlets covered such stories.

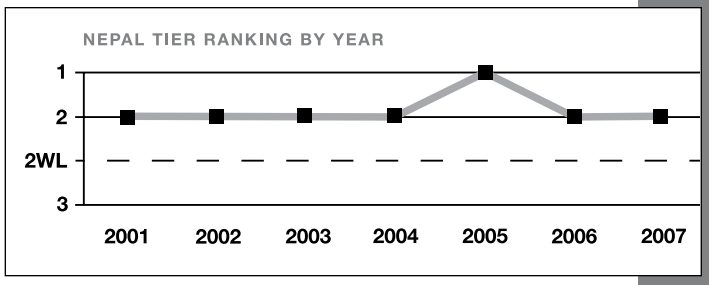
NEPAL (Tier 2)

Nepal is a source country for men, women, and children trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Children are trafficked internally and to India and the Middle East for commercial sexual exploitation or forced marriage, as well as to India and within the country for involuntary servitude as child soldiers, domestic servants, and circus entertainment or factory workers. Nepalese women are trafficked to India and to countries of the Middle East for commercial sexual exploitation. They also migrate willingly — though sometimes illegally — to Malaysia, Israel, South Korea, the United States, Saudi Arabia, United Arab Emirates, Qatar, and other Gulf states to work as domestic servants, but some subsequently face conditions of involuntary servitude such as withholding of passports and other restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Despite the Government of Nepal's ban on traveling to Iraq for work, some Nepalese who believe they are being offered jobs in Jordan or Kuwait travel there, and then are later deceived and trafficked into involuntary servitude in Iraq.

The Government of Nepal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Effective implementation of anti-trafficking policies is hampered by political instability and limited resources. The absence of local government in rural areas as a result of the decade-long insurgency has increased the risk of trafficking while constraining the government's efficiency. Despite these limitations, Nepal maintained its efforts to prosecute sex trafficking offenses and expanded local Women's Police Cells to 24 stations. The government, however, was not able to adequately fund or staff the Women's Cells, limiting their effectiveness. Nepal also did not demonstrate a concerted effort to criminally prosecute and adequately punish labor recruiters who use deceptive practices to force workers into involuntary servitude abroad.

Prosecution

Nepal made significant efforts to prosecute cases of trafficking for commercial sexual exploitation this year, but made inadequate progress in prosecuting and punishing trafficking for involuntary servitude. Nepal does not prohibit all forms of trafficking in persons, but prohibits slavery, the selling of human beings, and forced prostitution through its Human Trafficking Control Act of 1986. Prescribed punishments under this law — 5 to 20 years' imprisonment — are sufficiently stringent and commensurate with those for other grave crimes. Fraudulent or deceptive labor recruitment is punishable by three to five years' imprisonment or a fine or both. From July 15, 2005 through July 14, 2006, Nepal filed a total of 393 sex trafficking cases at the district, appellate and Supreme Court levels. Of these cases, 87 were prosecuted to conviction, 60 persons were acquitted, and 246 cases are pending. The government does not keep records on sentences and fines, but NGO lawyers report that, in over half of the cases the government prosecuted, traffickers received the maximum prison sentence. Nepal did not report any cases filed against corrupt government officials who may have facilitated trafficking by taking bribes at the India-Nepal border or engaging in document fraud.



The government demonstrated only slight progress in adequately punishing labor recruiters who use deceptive recruitment practices to coerce Nepali workers abroad for labor exploitation. This reporting period, the government reported receiving 786 complaints against agencies and individual recruiters, canceling licenses for 116 manpower agencies, and ordering compensation to workers totaling $450,000. However, Nepal did not report any prison sentences imposed on agency owners or employees found to be engaging in labor trafficking through the use of deceptive or fraudulent recruitment practices. Nepal should expand efforts to vigorously investigate and adequately punish recruitment agency owners and employees believed to be involved in trafficking, and should improve its law enforcement efforts against corrupt officials facilitating trafficking.

Protection

Nepal made modest improvements in its efforts to protect victims of trafficking. The government expanded the number of Women's Police Cells operating throughout the country from 20 to 24 in 22 districts to assist trafficking victims. Although the government does not directly provide legal aid, limited funding is provided to local NGOs to provide trafficking victims assistance with rehabilitation, medical care, and other services. Victims are not punished, but foreign victims are not offered legal alternatives to removal to countries in which they may face hardship or retribution. Though Nepal encourages victims to assist in investigations against their traffickers, lack of government resources and measures to ensure witness safety against threats by traffickers, as well as discrimination in court and in society, often discourage victims from pursuing legal recourse. The government does not provide victim protection services for men and women trafficked abroad for involuntary servitude. NGOs indicate that Nepalese embassies overseas lack personnel and other resources to help trafficking victims who face involuntary servitude in foreign countries. The government should increase protection efforts for victims of involuntary servitude by assisting in their repatriation, and adequately training government officials posted in destination countries on methods of identifying and protecting trafficking victims.

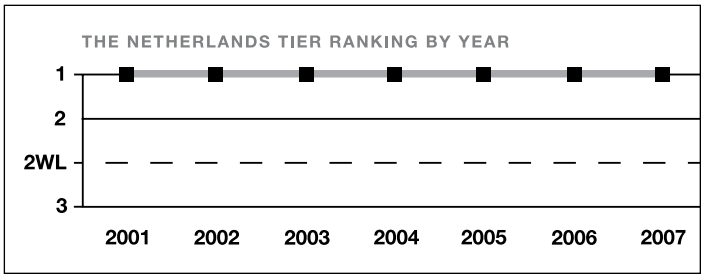
Prevention

Nepal's measures to prevent trafficking improved only slightly since last year. The government continued to implement anti-trafficking information campaigns in conjunction with local NGOs, and maintained orientation sessions for all workers traveling overseas. The effectiveness of these orientation sessions, however, is limited since this requirement is only enforced on workers going abroad legally through registered agencies, some of whom chose not to receive the training. The government should put in place a more effective education program and develop mechanisms to prevent trafficking of women and girls across the porous Indo-Nepal border. Nepal has not ratified the 2000 UN TIP Protocol.

THE NETHERLANDS (Tier 1)

The Netherlands is a source, transit, and destination country for men, women, and girls trafficked for the purposes of commercial sexual exploitation and forced labor. Trafficking for sexual exploitation is more prevalent than labor trafficking. Internally, women and girls are trafficked by "lover boys," young men who seduce young women and girls and force them into prostitution. Women and girls are trafficked to the Netherlands from Nigeria, Bulgaria, People's Republic of China (P.R.C.), Poland, and Romania for sexual exploitation. To a smaller extent, men are trafficked to the Netherlands from India, P.R.C., Bangladesh and Turkey for forced labor in ports, factories, restaurants, and as domestic workers.

The Government of the Netherlands fully complies with the minimum standards for the elimination of trafficking. The government continued strong efforts to address trafficking through law enforcement efforts, while reinforcing legal protections for victims and carrying out aggressive prevention campaigns. To further strengthen its anti-trafficking response, the government should reinforce its efforts to prosecute labor trafficking cases, provide specialized care to male trafficking victims, and conduct systematic screenings of the legalized prostitution sector for potential trafficking victims.



Prosecution

The Government of the Netherlands continued to show substantial law enforcement efforts to combat trafficking. Since January 2005, the Netherlands has prohibited all forms of trafficking through Criminal Code Article 273. This statute prescribes penalties for any form of trafficking of 6 to 15 years' imprisonment and a fine of up to $45,000; these penalties are sufficiently stringent and commensurate with those prescribed for forcible sexual assault. In 2005, the last year for which statistics are available, police investigated and referred 135 trafficking cases for prosecution. The government prosecuted 146 trafficking cases in 2005, obtaining convictions in 98 of the cases. However, the average prison sentence imposed was 25 months. The government failed to prosecute any labor trafficking cases in 2005, but is currently prosecuting four. In February 2007, the government dismantled two sex trafficking networks — a major international Turkish ring and a Romanian operation.

Protection

The government demonstrated increased efforts to protect trafficking victims. The Dutch Foundation against Trafficking in Women (STV), the national reporting center for registration of and assistance to trafficking victims, registered 333 trafficking victims in the first eight months of 2006, compared to 261 victims in the same period of 2005. Local govern-

ments continued to fund the majority of private organizations and NGOs providing services to trafficking victims. However, neither the government nor NGOs provided shelters for male victims. The Netherlands encourages victims to assist in trafficking investigations and prosecutions. The government subsidizes the STV and funds NGOs to operate 15 regional and local networks through which civil society and the police provide care for victims. In early 2007, the government implemented new regulations to facilitate legal permanent residence for trafficking victims who assist with prosecutions. Trafficking victims who choose not to assist with a prosecution are eligible for a residence permit if they believe they will face hardship or retribution upon return to their country. Victims are not inappropriately incarcerated, fined, or penalized for unlawful acts as a direct result of being trafficked.

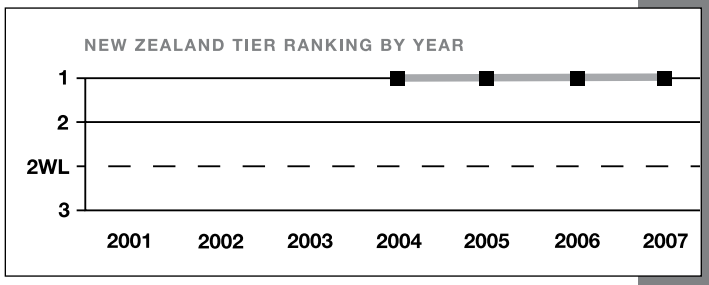
Prevention

The Netherlands demonstrated strong trafficking awareness-raising efforts during the year. The government continued to fund a national awareness campaign to reduce sex trafficking, launched in January 2006. Administered by the country's anonymous crime reporting hotline, the campaign is largely responsible for the increase to 152 tips on sex trafficking cases received by the hotline in 2006 compared with 42 received in 2005. Throughout 2006, the government continued to fund information and education campaigns at schools to prevent youth prostitution. In 2007, the government launched a national campaign that warned female high school students about "lover boy" practices. The Ministry of Justice initiated a national assessment of the prostitution sector, including the extent of trafficking, as part of a report to Parliament on the impact of the lifting of the ban on brothels. It is due in April 2007.

NEW ZEALAND (Tier 1)

New Zealand is a source country for the internal trafficking of a small number of women within the country for the purpose of commercial sexual exploitation. Additionally, New Zealand is a destination country for a significant number of foreign women from Malaysia, Hong Kong, People's Republic of China, and other countries in Asia, who are illegally in the commercial sex trade. Some of these women may be trafficking victims. Estimates of international trafficking victims are modest; there have been reports of debt bondage and confiscation of documents among women in prostitution.

The Government of New Zealand fully complies with the minimum standards for the elimination of trafficking. The government actively works to investigate and prevent illegal migration and trafficking through the work of its overseas missions, as well as border screening and police enforcement at home. It has also initiated a process to develop a National Plan of Action to Combat Trafficking in Persons and is currently working to finalize the plan and solicit input from NGOs. That plan will build public understanding and support for the investigative, prevention, and enforcement activities undertaken by the New Zealand government. The government continued to ensure that short-term shelter, witness protection, medical services, and repatriation assistance would be available to victims of trafficking. The government also demonstrated sustained efforts to prevent trafficking in persons. The government should expeditiously adopt and enact the National Plan of Action. In addition, law enforcement should seek through the Action Plan increased collaboration with civil society groups to gather information on brothels employing foreign women and to conduct investigations to determine if they include victims of trafficking. The government should increase efforts to measure the extent to which foreign women and children under the age of 18 may fall victim to sex trafficking, aggressively prosecute cases and ensure that traffickers receive sentences consistent with the heinous nature of the offense, and increase efforts to prosecute and convict those who profit from this trade or exploit minors.



Prosecution

The Government of New Zealand continued law enforcement efforts to combat trafficking in persons. New Zealand prohibits sex trafficking and labor trafficking through Part 5 of the 1961 Crimes Act. The 2003 Prostitution Reform Act legalized prostitution for those over the age of 18 and also decriminalized solicitation. Other laws criminalize receiving financial gain from an act involving children exploited in prostitution and prohibit child sex tourism. Penalties prescribed for trafficking are sufficiently stringent, and penalties for trafficking for commercial sexual exploitation, ranging up to 20 years' imprisonment, are commensurate with those for rape. While there have been no prosecutions under New Zealand's anti-trafficking law, which requires movement across an international border, instances of internal trafficking can be prosecuted under New Zealand's laws on forced labor, slavery, other forms of abuse, and the Prostitution Reform Act. In 2006, eight people were prosecuted and convicted on charges under the Prostitution

Reform Act for offenses relating to prostitution of persons less than 18 years of age. In addition, three brothel operators and one client were prosecuted and convicted for the use of persons under age 18 in prostitution. One brothel owner was sentenced to 21 months' imprisonment; another brothel owner was sentenced to 300 hours of community service, and his secretary to 180 hours of community service; the client was sentenced to one to two years' imprisonment. These penalties were inadequate. There is no evidence of public officials' complicity in trafficking in New Zealand.

Protection

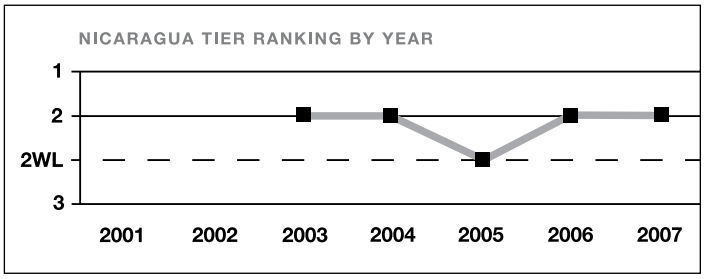
The Government of New Zealand continues to ensure that short-term shelter, witness protection, medical services, and repatriation assistance are available to victims of trafficking. The government solicits the cooperation of victims as long as it does not jeopardize the success of proceedings. The government reports that a system is in place to evaluate victim status on a case-by-case basis. Temporary permits, including limited purpose permits, can be provided to victims of trafficking in individual cases. There were no reports of trafficked victims who were jailed, fined, or deported. There are several services available for minors involved in or at risk of commercial sexual exploitation. New Zealand funds protection programs in Indonesia, the Philippines, and the UN Inter-Agency Project (UNIAP) on trafficking in the Mekong Sub-region.

Prevention

The Government of New Zealand demonstrated sustained efforts to prevent trafficking in persons. The government remained active in several regional and international efforts to prevent, monitor, and control trafficking. The government assists with initiatives undertaken by ECPAT to educate travel agents about legislation and awareness of child sex tourism. The government's foreign assistance agency, NZAID, continued providing substantial resources to source countries and international organizations for capacity building, prevention, and services for victims of trafficking.

NICARAGUA (Tier 2)

Nicaragua is principally a source country for women and children trafficked internally and across borders for the purpose of commercial sexual exploitation. Exploitation of minors in prostitution is believed to be the most prevalent form of internal trafficking. Some Nicaraguan victims are trafficked to neighboring countries such as Guatemala, El Salvador, Costa Rica, Mexico, and the United States; El Salvador and Guatemala are the primary foreign destinations for young Nicaraguan women and girls trafficked for sexual exploitation. Young men from border areas in southern Nicaragua also are trafficked to Costa Rica for labor exploitation; some Nicaraguan children are trafficked internally for forced labor as domestic servants. The government acknowledges that human trafficking for sexual exploitation and child sex tourism are significant problems; both phenomena appear to be growing in Nicaragua, especially in border towns and tourist destinations.



The Government of Nicaragua does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government took strong steps to prevent human trafficking by sponsoring high-profile media and education campaigns, and expanding anti-trafficking training for police personnel nationwide. In the coming year, Nicaragua should intensify its law enforcement efforts to prosecute, convict, and sentence human traffickers, especially in light of an increasing number of victims trafficked within the country. The government should also make every effort to bring its new anti-trafficking law into force, and continue to work closely with NGOs to improve victim services. Any identified acts of public complicity with human trafficking should be vigorously investigated, and any such corrupt officials should be prosecuted and punished to the full extent of the law.

Prosecution

The Government of Nicaragua increased efforts to investigate human trafficking during the reporting period, although its progress in bringing traffickers to justice remained uneven. Nicaragua does not prohibit all forms of trafficking in persons, though it criminalizes trafficking for the purpose of sexual exploitation through Article 203 of its criminal code, which prescribes punishments of three to five years' imprisonment, penalties which are sufficiently stringent. In April 2006, the National Assembly passed a bill, which will be codified as Article 182 of the Nicaraguan penal code, to prohibit trafficking in persons for the purpose of sexual exploitation, in addition to other sex-related crimes such as child pornography and the sexual exploitation of minors younger than 18. However, these new laws are not yet in force because they must be passed by the Legislature as part of a larger package of penal code reforms. Nicaragua's proposed anti-traffick-

ing law, Article 182, prescribes penalties of 7 to 10 years' imprisonment, which are sufficiently stringent, and commensurate with those for other grave crimes. However, current and proposed laws do not adequately prohibit the trafficking of adults or children for forced labor. During the reporting period, the government investigated 24 trafficking cases, all involving sexual exploitation — a three-fold increase from seven known investigations reported in 2005. Of these, the government prosecuted four cases, obtaining convictions of five defendants who were sentenced to a range of 4 to 10 years' imprisonment. However, the government experienced difficulties in other cases. For example, in a prosecution in Bluefields, a judge convicted two of three defendants for trafficking a 15-year-old girl, but the defendants fled before their jail sentences were imposed. Additional training for judges and prosecutors would likely aid prosecution efforts.

In 2006, the government rescued seven Nicaraguan children from trafficking situations in Guatemala and El Salvador. Police also raided 22 nightclubs and other establishments catering to Nicaragua's sex trade in an effort to rescue exploited children. However, there were reports that some police turned a blind eye to potential trafficking activity. Known corruption in the court system and lack of witness protection may deter some trafficking victims from seeking justice. Credible evidence also indicates that sensitive sex trafficking cases involving senior government officials may not be investigated or pursued. In 2006, Nicaraguan authorities made concerted efforts to extend anti-trafficking training to more than 700 law-enforcement officials across the country. However, the recent resignation of Nicaragua's director of anti-trafficking programs is of concern; her strong commitment to combating human trafficking led the government's actions on this issue.

Protection

The government's protection efforts remained inadequate during the reporting period. Nicaraguan authorities continued to rely on NGOs and international organizations for the bulk of victim services, although the Ministry of the Family operates a shelter for child victims of abuse and commercial sexual exploitation. There are no government-run or —financed shelters for adult victims of trafficking. Social stigma and anti-victim bias may be discouraging some victims from assisting in the investigation and prosecution of their traffickers, although Nicaraguan authorities do not prevent victims from doing so. Greater support services for victims and sensitization campaigns (especially for judges, police, and prosecutors) would help in this area. There were no reports of victims being jailed or otherwise penalized for unlawful acts committed as a direct result of being trafficked Nicaragua has no formal procedures for identifying trafficking victims among vulnerable populations, such as persons detained for immigration violations. The government does not provide temporary or permanent residency or other relief from deportation for foreign adult victims of trafficking.

Prevention

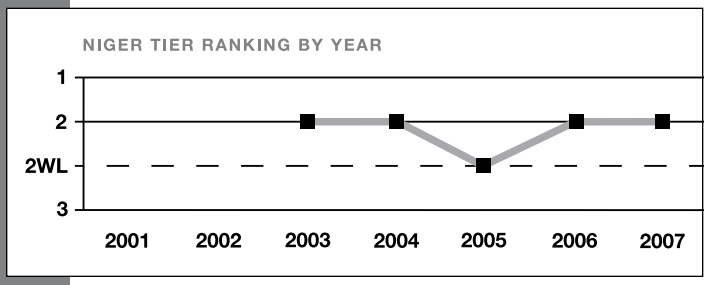
The government increased efforts to raise public awareness during the reporting period. High-level government officials, including the newly-elected vice president, have condemned human trafficking; the vice president was a key player in moving anti-trafficking legislation before the National Assembly. The government also worked closely with international organizations and the Ricky Martin Foundation to launch a broad anti-trafficking education campaign and a 24-hour anti-trafficking hotline in November 2006; the government provides resources and personnel to operate the hotline. Within two months of operation, 690 calls related to child trafficking were received. The government continued to sponsor an anti-child trafficking education program in Granada, a suspected site of child sex tourism. The government also installed closed-circuit televisions to show anti-trafficking videos at immigration centers in Managua; the government estimates these videos reach 1,000 travelers per day during peak periods.

NIGER (Tier 2)

Niger is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and sexual exploitation. Children are trafficked within Niger for forced begging, domestic servitude, mine labor, sexual exploitation, and possibly for agricultural labor. Nigerien children are also subjected to commercial sexual exploitation along the border with Nigeria and are trafficked to Nigeria and Mali for forced begging and manual labor. Women and children from Benin, Burkina Faso, Gabon, Ghana, Mali, Nigeria, and Togo are trafficked to and through Niger for domestic servitude, sexual exploitation, and forced labor in mines, on farms, and as mechanics and welders. Nigerien women and children are trafficked from Niger to North Africa, the Middle East, and Europe for domestic servitude and sexual exploitation. Caste-based slavery practices rooted in ancestral master-slave relationships continue in isolated areas of the country. At least 8,800 Nigeriens live in conditions of traditional slavery.

The Government of Niger does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The Nigerien government increased its modest anti-trafficking law enforcement efforts and drafted an improved trafficking law. To strengthen its response to traffick-

ing, Niger should pass its draft legislation against trafficking, strengthen efforts to prosecute traffickers and slaveholders, provide increased care to former slaves, and adopt its draft national action plans to combat slavery and trafficking.



Prosecution

The Government of Niger increased its law enforcement efforts against trafficking and slavery in the last year. Niger prohibits slavery through its 2003 Article 270 Penal Code amendment, but does not prohibit other forms of trafficking. The prescribed penalty of 10-30 years' imprisonment for slavery is sufficiently stringent. The government in 2006 drafted a law against trafficking, which awaits submission to the Council of Ministers. Although Niger convicted two individuals for enslavement, their imposed sentences, 18 months and one year respectively, were insufficient, although a significant fine of $2,800 was also imposed on one of them. Two slavery prosecutions are pending, one of which has been stalled since 2005. Police arrested nine individuals in Agadez for trafficking 38 children. Six were charged with enslavement, four of whom were later released due to lack of grounds for prosecution. The remaining two are in custody awaiting trial. Police arrested nine additional individuals in Agadez for trafficking of 17 children, but released them after they made a statement of repentance.

Protection

The government demonstrated increased efforts to provide care for trafficking victims during the year, but provided weak protection to former slaves. Local authorities rescued 38 victims and referred them to UNICEF and NGOs to ensure that they received rehabilitation and intercepted an additional 17 foreign victims whom they referred to NGOs and UNICEF for repatration. The Education Ministry provided and paid education inspectors and teachers to participate in a foreign-funded community school project for trafficking victims and the Labor Ministry paid labor inspectors to provide counseling to employers, children and parents. No government programs targeted the needs of former slaves. The government does not encourage victims to assist in trafficking or slavery investigations or prosecutions. The government does not provide legal alternatives to the removal of victims to countries where they face hardship or retribution. Victims are not inappropriately incarcerated, fined, or penalized for unlawful acts committed as a direct result of being trafficked.

Prevention

The Government of Niger made solid efforts to raise awareness about trafficking and slavery during the reporting period. The government conducted a public awareness campaign against child abuse, which included anti-trafficking elements. Niger continued to collaborate with a foreign donor to air an educational radio soap opera about trafficking. Several government ministries advised on the cultural content of the soap opera to most effectively communicate the message to a Nigerien audience and the Ministry of Communications publicized the soap opera on community radio. Local officials denounced the practice of trafficking in press interviews. The government established a National Commission Against Forced Labor and Discrimination in November 2006. In December 2006, Nigeria and Niger drafted a bilateral agreement to combat trafficking to be signed in 2007. Niger drafted a national action plan against trafficking and, in conjunction with ILO and a foreign donor, drafted a plan to combat forced labor linked to slavery, though the government has yet to formally adopt either plan.

NIGERIA (Tier 2)

Nigeria is a source, transit and destination country for women and children trafficked for the purposes of forced labor and commercial sexual exploitation. Within Nigeria, women and girls are primarily trafficked for domestic servitude and sexual exploitation and boys for forced begging by religious teachers, forced street hawking, and labor exploitation in agriculture, mining, stone quarries, and as domestic labor. Transnationally, women, girls, and boys are trafficked to Nigeria from other West and Central African countries and from Nigeria to neighboring countries for the same purposes listed above. Nigerian women and girls are also trafficked to North Africa, Saudi Arabia, and Europe, most notably Italy, France, Spain, the Netherlands, Belgium, Austria, and Norway, and in small numbers to the United States, for domestic servitude and sexual exploitation.

The Government of Nigeria does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Nigerian government continues to show a clear commitment to anti-trafficking reforms. To improve its response to trafficking, Nigeria should: increase convictions of trafficking offenders; provide improved care for trafficking victims; offer expanded legal alternatives to the removal of foreign victims to countries where they face hardship or retribution; and ensure that the rights of foreign victims are respected.

Prosecution

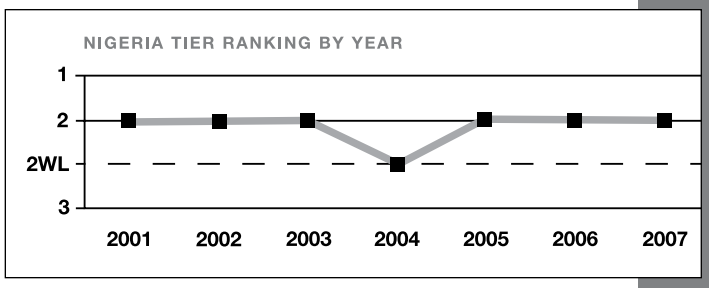
The Government of Nigeria continued to combat trafficking through modest law enforcement efforts during the last year. Nigeria prohibits all forms of trafficking through its 2003 Trafficking in Persons Law Enforcement and Administration Act, which was amended in 2005 to increase penalties for traffickers, and its 2003 Child Rights Act. Prescribed penalties of five years' imprisonment for labor trafficking, 10 years' imprisonment for trafficking children for forced begging or hawking, and a maximum of life imprisonment for sex trafficking are sufficiently stringent and commensurate with penalties prescribed for rape. During the last year, the government reported 81 trafficking investigations, 23 prosecutions, and three convictions. Sentences imposed on traffickers were inadequate, however. Two convicted traffickers received two years' imprisonment, while the third was sentenced to only one year in prison. Two of the convictions were for sex trafficking, while the third was for child trafficking for forced begging. Responding to reports of authorities issuing fraudulent travel documentation, the government in September 2006 replaced its documentation staff and is prosecuting the suspects for fraud.

Protection

The Government of Nigeria demonstrated steady efforts to protect trafficking victims during the year. NAPTIP continued to provide victims with short-term care in shelters in Lagos, Abuja, Benin City, Sokoto, Kano and Uyo, assisting 352 victims during the year. Although the government doubled its funding for anti-trafficking efforts in the last year, NAPTIP shelters are often short on food supplies and provide insufficient victim reintegration assistance. NAPTIP sometimes refers victims to UNICEF, IOM, or NGOs for reintegration assistance. The government encourages victims to assist in trafficking investigations by providing foreign victims with short-term residency and care and by routinely requesting victims' testimony against traffickers. Nigeria provides a limited legal alternative to the removal of foreign victims to countries where they face hardship or retribution — short-term residency that cannot be extended. Although victims are not inappropriately incarcerated, fined, or penalized for unlawful acts committed as a direct result of being trafficked, the government places foreign victims in shelters under guard until they are repatriated.

Prevention

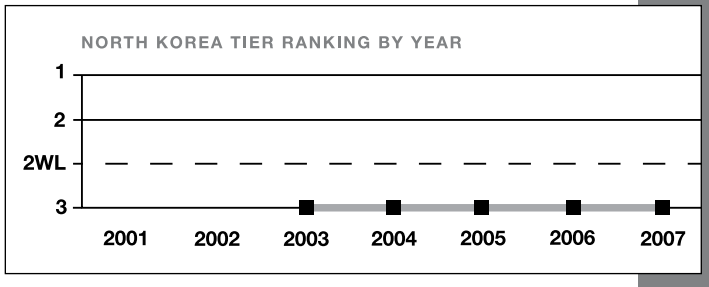
The Government of Nigeria demonstrated solid efforts to raise awareness about trafficking during the reporting period. NAPTIP continued to host quarterly trafficking stakeholder forums for government, NGO, international organization and donor representatives. The government continued to raise awareness about trafficking through posters,



public forums, and radio and television spots. One campaign, for example, included billboards outside major airports and radio jingles. In 2006, Nigeria developed a national action plan against trafficking, which awaits presidential approval.

NORTH KOREA (Tier 3)

The Democratic People's Republic of Korea (D.P.R.K. or North Korea) is a source country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. Many North Koreans seeking to escape the dire conditions in country attempt to leave by crossing the border into Northeast China, where tens of thousands of North Koreans may reside illegally, more than half of whom are women. The illegal status of North Koreans in the People's Republic of China (P.R.C.) and other Southeast Asian countries increases their vulnerability to trafficking schemes and sexual and physical abuse. In the most common form of trafficking, North Korean women and children who voluntarily cross the border into P.R.C. are picked up by trafficking rings and sold as brides to P.R.C. nationals, usually of Korean ethnicity, or placed in forced labor. In a less common form of trafficking, North Korean women and girls are lured out of North Korea by the promise of food, jobs, and freedom, only to be forced into prostitution, marriage, or exploitative labor arrangements once in P.R.C. The D.P.R.K.'s system of political repression includes forced labor in a network of prison camps, where an estimated 150,000 to 200,000 persons are incarcerated and subjected to reeducation through labor by logging, mining, and tending crops. Critics of the regime and some North Koreans forcibly returned from abroad may be subjected to hard labor in prison camps operated by the government.



The D.P.R.K. regime recruits an unknown number of its citizens to fill highly sought-after jobs overseas for D.P.R.K. entities and foreign firms. While there is no evidence of force, fraud, or coercion in the recruiting process, some reports indicate that some North Koreans may be employed in harsh conditions, with their freedom of movement and communication restricted, and their salaries deposited into accounts controlled by the D.P.R.K. government. Countries in which North Koreans work through such arrangements reportedly included Russia, the Czech Republic, Poland, Romania, Libya, Bulgaria, Saudi Arabia, Angola, Mongolia, Kuwait, Yemen, Iraq, and the P.R.C. In January 2007, the Czech Ministry of Interior announced the elimination of its program for North Korean workers. All North Koreans will have left the Czech Republic by the end of 2007, when their work visas expire.

The Government of North Korea does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. The government does not acknowledge the existence of human rights abuses in the country or recognize trafficking, either within the country or transnationally. The D.P.R.K. does not differentiate between trafficking and other forms of illegal border crossing. The government directly contributes to the problem through the operation of forced labor prison camps, where thousands of North Koreans continued to live in slave-like conditions, receiving little food and no medical assistance. There are concerns that North Korea's contract labor arrangements may be exploitative, with the D.P.R.K. government keeping most or all of the foreign exchange paid and then paying workers in local, nonconvertible currency.

Prosecution
The D.P.R.K. made no discernable efforts to combat trafficking in persons through law enforcement efforts. Little information is available on North Korea's legal system, and there are no known laws that specifically address trafficking of adults. Article 50 of the Penal Code criminalizes the abduction, sale, or trafficking of children. However, there were no reported prosecutions or convictions during the reporting period. The Penal Code criminalizes crossing the border without permission and defections; these laws are used against both traffickers and trafficking victims. There are no known laws that specifically address trafficking for labor exploitation. The government sends political prisoners and criminals to detention camps where they are forced to engage in labor. Fair and transparent trials do not occur in the D.P.R.K. It is therefore unclear under what provisions of the law, if any, traffickers are prosecuted. Defector reports include instances of the government punishing traffickers; however, NGO reports indicate that these cases may include activists or "professional border crossers" who assist North Koreans voluntarily cross the border into the P.R.C. It appears that crackdowns on trafficking networks occur as a result of the government's desire to control all activity within its borders rather than to combat trafficking in persons.

Protection
The D.P.R.K. government does not recognize trafficking victims and made no efforts to provide protection or assistance to victims. There is no evidence that the government attempts to seek out evidence of trafficking, nor does the government appear to differentiate between trafficking, smuggling, illegal economic migration, or defection. North Koreans forcibly repatriated from P.R.C., some of whom may be trafficking victims, may be jailed and forced into prison labor camps. One of the government's top priorities is to control all activities within its borders and prevent people from leaving the country without permission; protecting individuals from mistreatment, exploitation, and retribution are not government priorities.

Prevention
The North Korean government does not acknowledge the existence of human rights problems, including trafficking in persons. There was no information available indicating that the government operated, administered, or promoted any public awareness campaigns related to trafficking in the country. Although a few international NGOs, staffed by both national and international employees, are permitted to operate in the country under close government scrutiny, there are no known indigenous NGOs in the country. North Korea has not ratified the 2000 UN TIP Protocol.

NORWAY (Tier 1)

Norway is a destination country for women from Nigeria, Russia, Albania, Latvia, Lithuania, and Estonia trafficked for the purpose of commercial sexual exploitation. Women from these countries are sometimes trafficked through Italy, Sweden, and Denmark to Norway.

The Government of Norway fully complies with the minimum standards for the elimination of trafficking. Norway provided more than $650,000 to UNODC's anti-trafficking programs around the world in 2006. The government also adopted a new anti-trafficking national action plan in December 2006. Norway should continue to focus efforts on increasing the number of trafficking prosecutions and convictions conducted under its trafficking law, and seeking longer sentences for convicted traffickers. Norway should also take steps to reduce the domestic demand for commercial sexual exploitation.

Prosecutions

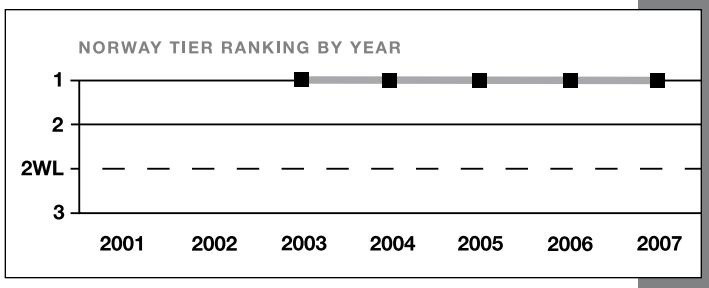
The Norwegian government showed sustained law enforcement efforts in addressing trafficking crimes over the last year. Norway prohibits all forms of trafficking in persons through its Crimes Against Personal Freedom Law of 2004. The maximum penalty prescribed for trafficking under this law is five years' imprisonment, which is sufficiently stringent and commensurate with punishments for sexual assault or rape. Norway conducted 29 investigations during the reporting period and prosecuted two cases in 2006, compared to eight cases prosecuted in 2005. Five traffickers were convicted in 2006. Four traffickers were convicted under a pimping statute; two of them were sentenced to six months' imprisonment, and the other two sentenced to four months' imprisonment. One trafficker was convicted under the 2004 trafficking statute and was sentenced to 2.5 years' imprisonment. No traffickers received suspended sentences in 2006. The police worked closely with counterparts in Albania, Spain, and Romania during several transnational investigations. The Norwegian police continued giving a two-day training seminar for police officers working on trafficking issues. The police also offered separate two-day awareness training seminars for immigration officials.

Protection

The government continued its strong efforts to provide assistance and protection to victims of trafficking. The government established the "Oslo Pilot" that connects the police, NGOs, healthcare providers, and other ministries and developed a set of indicators to assist in identifying victims. The government funds an NGO that provides a 24-hour hotline for victims of trafficking. Victims are permitted to stay in Norway during a six-month reflection period in order to receive assistance and counseling. In 2006, the government expanded the free legal aid system and now permits victims of trafficking to have up to five hours of legal aid; such legal aid is helpful for victims when determining whether or not to make an official report with authorities. This is expected to increase the number of trafficking investigations. The government encourages victims to participate in trafficking investigations and prosecutions and does not penalize victims for acts committed as a direct result of being trafficked.

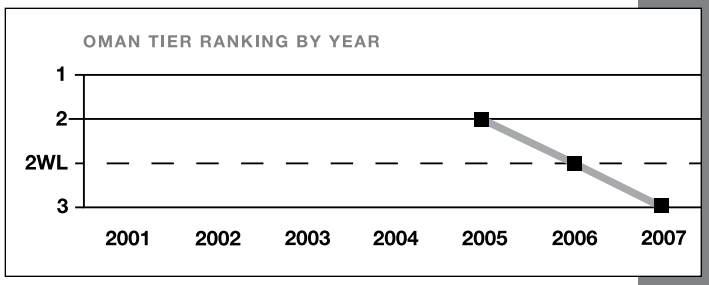
Prevention

Norway continued its trafficking prevention efforts both domestically and abroad. In 2006, Norway funded anti-trafficking programs in the Balkan states, Russia, South Africa, and Vietnam. Authorities monitor immigration patterns for trafficking and coordinate with police when trafficking is suspected. Norway's anti-trafficking task-force is required to provide a written report to a steering committee every six months to assess both the scope of the problem in Norway and government efforts to combat it, although these reports are not distributed publicly.



OMAN (Tier 3)

Oman is a destination and transit country for men and women primarily from India, Pakistan, Bangladesh, Sri Lanka, the Philippines, and Indonesia, most of whom migrate willingly as low-skilled workers or domestic servants. Some of them subsequently face conditions of involuntary servitude, such as withholding of passports and other restrictions on movement, non-payment of wages, long working hours without food or rest, threats, and physical or sexual abuse. Oman may also be a destination country for women from People's Republic of China, the Philippines, Morocco, and Eastern Europe for commercial sexual exploitation.



The Government of Oman does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Oman did not report any law enforcement efforts to prosecute and punish trafficking offenses this year, including involuntary servitude or trafficking for commercial sexual exploitation. The government also continues to lack victim protection services or a systematic procedure to identify victims of trafficking from among vulnerable populations, such as illegal migrants and women arrested for prostitution. Oman should significantly increase prosecutions of trafficking crimes, institute a formal victim identification and referral mechanism, and cease deporting possible victims of trafficking.

Prosecution

Oman did not report any progress in prosecuting or punishing trafficking offenses over the last year. Although Oman does not have a comprehensive

anti-trafficking law, it prohibits slavery under Article 260-261 of its penal code and coerced prostitution through Article 220. Prescribed punishment for both crimes are sufficiently stringent and commensurate with penalties prescribed for other grave crimes. In July 2006, the Sultan issued Royal Decree 74 prohibiting forced labor and increasing the applicable penalties , but those penalties — up to one month in prison or fines — are not sufficiently stringent to deter this serious offense. In November 2006, the Ministry of Manpower issued a legally-enforceable circular prohibiting employers from withholidng workers' passports; the circular does not specify penalties for non-compliance, and the practice continues to be widespread. The government did not report any prosecutions for trafficking offenses under these laws in the last year and has taken no active measures to investigate trafficking in persons offenses. Oman should significantly increase criminal investigations and prosecutions of trafficking offenses. The government should also follow through with its plans to enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking, and assigns penalties both sufficiently stringent to deter the offense and reflective of the heinous nature of the crime.

Protection

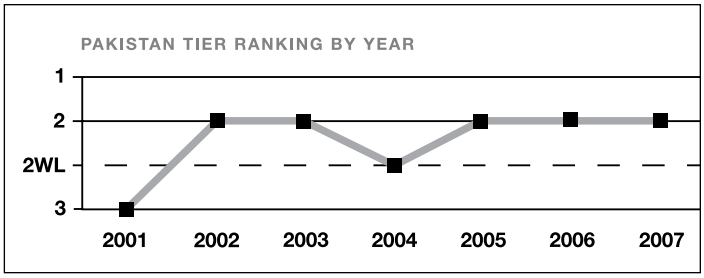
During the reporting period, Oman made no significant efforts to improve protections or services for victims of trafficking. The government continues to lack a systematic procedure to identify victims of trafficking among vulnerable groups, such as illegal migrants and women arrested for prostitution. In May and June 2006, the government conducted sweeps to find, detain and deport illegal migrant workers; Omani authorities did not, however, systematically identify trafficking victims from among the group of deportees. As a result, victims may have been detained and deported without adequate protection. Oman does not offer foreign victims legal alternatives to their removal to countries in which they may face hardship or retribution. The government reports that it encourages victims to assist in investigations, but authorities often have not investigated cases of foreign workers who have escaped exploitative conditions and may have returned them to their abusive employers or recruiting agencies.

Prevention

Oman made insufficient efforts to prevent trafficking in persons this year. Oman's military and police continued to monitor Oman's borders to prevent illegal entry and human smuggling. The government also developed, in partnership with the Indian embassy, a pamphlet that will inform Indian workers of their rights and resources; as of the writing of this report, however, these pamphlets have not been distributed.

PAKISTAN (Tier 2)

Pakistan is a source, destination, and transit country for men, women, and children trafficked for the purposes of sexual exploitation and involuntary servitude. Pakistani women and men migrate voluntarily to the Gulf, Iran, Turkey, and Greece for work as domestic servants or construction workers. Once abroad, however, some find themselves in situations of involuntary servitude when faced with overwhelming recruitment and transportation fees, restrictions on their movement, and physical or sexual abuse. There were no new confirmed reports of the trafficking of Pakistani boys to the Middle East to serve as camel jockeys, but some NGOs contend that Pakistani children are trafficked to the Gulf for sexual exploitation. Pakistan faces a significant internal trafficking problem reportedly involving thousands of women and children trafficked to settle debts and disputes or forced into sexual exploitation or domestic servitude. Unconfirmed estimates of Pakistani victims of bonded labor are in the millions. Women and children from Bangladesh, India, Burma, Afghanistan, Sri Lanka, Nepal, Azerbaijan, Iran, Kazakhstan, Kyrgz Republic, Turkmenistan, Uzbekistan, and Tajikistan are also trafficked to Pakistan for sexual exploitation and involuntary servitude. In addition, Bangladeshi, Sri Lankan, Nepali, and Burmese women are trafficked through Pakistan.



The Government of Pakistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government prosecuted traffickers, including government officials facilitating trafficking, and continued to refer victims to available protection services. Pakistan did not, however, demonstrate efforts to address the serious issues of bonded labor and other forms of involuntary servitude. Over the next year, Pakistan should continue to increase its anti-trafficking efforts, particularly in the areas of bonded labor, forced child labor, and internal trafficking for commercial sexual exploitation.

Prosecution

The Government of Pakistan made uneven progress in prosecuting trafficking this year. Pakistan prohibits all forms of trafficking in persons through its 2002 Prevention and Control of Human Trafficking

Ordinance. During the reporting period, the government convicted 65 traffickers under the Human Trafficking Ordinance. The government began an anti-trafficking investigation of 20 major traffickers and also requested that Interpol issue arrest warrants for 22 of its nationals accused of trafficking. In addition, Pakistan filed cases against 21 government officials for complicity in trafficking. Notably, in February 2007, the Federal Investigations Agency (FIA) began investigating a trafficking case involving a current Federal Minister. Nonetheless, Pakistan did not demonstrate increasing law enforcement efforts against bonded labor or other labor forms of trafficking. Although Pakistan has a significant bonded labor problem — estimated at over 1 million victims — the government did not provide evidence of any investigations, prosecutions, convictions, or sentences for bonded labor or involuntary servitude. The government should strengthen law enforcement efforts against such forms of trafficking, as well as against the internal trafficking of boys and girls for commercial sexual exploitation.

Protection

This year, the government took modest steps to improve victim protection. The government requires victims to assist in the investigation of trafficking cases and permits foreign victims to work pending the trial of their trafficker. Foreign victims reportedly are not prosecuted or deported for unlawful acts committed as a direct result of being trafficked, but some victims may still be subjected to prosecution for fornication, even as victims of sex trafficking. The government does not provide victims with legal alternatives to removal to a country where they might face hardship or retribution. Government officials routinely refer foreign victims to a shelter operated by IOM; and, Pakistani victims can access any of 276 government centers offering medical treatment, vocational training, and legal assistance to women and children. The government, however, lacks protection services for male victims who can neither access the IOM shelter nor the government centers. The government does not provide assistance to male or female victims of bonded and other forms of forced labor. Pakistan should: ensure that victims of trafficking are not punished; rescue and protect an increased number of victims of sex and labor forms of trafficking; and make available protection services to all victims of trafficking.

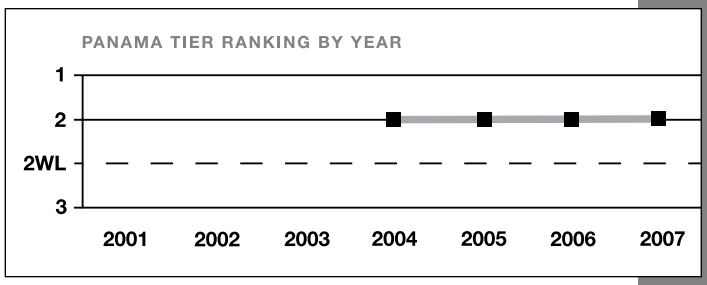
Prevention

Pakistan made some progress in preventing trafficking over the last year. In March 2006, law enforcement officers from India and Pakistan formed a working group to cooperate on cross-border trafficking. Pakistan joined in a similar agreement with Iran in June 2006. The government continues to use technology to monitor airports for trafficking patterns and victims. Pakistan has not ratified the 2000 UN TIP Protocol.

PANAMA (Tier 2)

Panama is a source, transit, and destination country for women and children trafficked for the purpose of commercial sexual exploitation. Colombian women and children are trafficked to or through Panama; some become victims of trafficking for sexual exploitation after arriving in Panama voluntarily. Some Panamanian women have been trafficked to Jamaica for sexual exploitation. Rural children in Panama may be trafficked internally to urban areas for labor exploitation.

The Government of Panama does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. During the reporting period, the government intensified its efforts to prosecute and convict traffickers, and stepped up public awareness campaigns and prevention efforts. The government should commit more resources to law-enforcement activities and victim protection, and consider ending its "alternadora" visa program which facilitates the migration to Panama of women in prostitution, some of whom fall victim to traffickers.



Prosecution

The Government of Panama made modest progress in investigating and prosecuting sex trafficking crimes during the reporting period. Panama does not prohibit all forms of trafficking, although its Law 16 criminalizes trafficking for commercial sexual exploitation, which prescribes punishments of 3 to 10 years' imprisonment; these punishments are sufficiently stringent and commensurate with those for other grave crimes. In early 2007, the government obtained its first conviction under Law 16, resulting in a five-year sentence for the owner of a nightclub. A second sexual-exploitation prosecution is underway, and the government investigated five other sex trafficking cases in 2006. In addition to assigning three prosecutors in the Attorney General's Office to work on anti-trafficking cases, the government provides anti-trafficking training to all key criminal justice personnel: police and public forces, judges, and prosecutors. The government also works with other governments and Interpol on international trafficking cases and extradited four alleged pedophiles to the United States during the reporting period.

Protection

The Panamanian government sustained its efforts to assist trafficking victims during the reporting period. Most services are concentrated in or near Panama City. The government operates one shelter and funds an NGO to provide additional shelter and treatment services to victims. The government also sponsored training and workshops to educate key officials about methods for identifying and assisting trafficking victims. Panamanian authorities encourage victims to assist in the investigation and prosecution of their traffickers. Victims' rights are generally respected, and there were no reports of victims being penalized for crimes committed as a direct result of being trafficked. Panama provides legal alternatives to the removal of foreign victims to countries where they may face hardship or retribution.

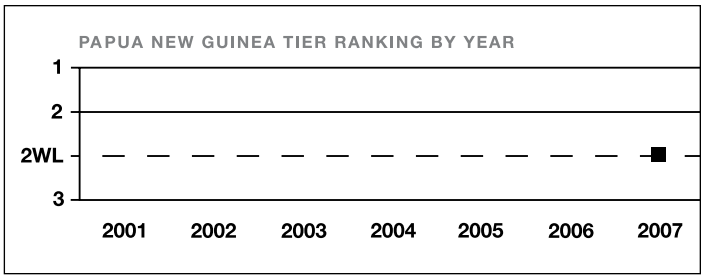
Prevention

The government made additional progress in prevention activities during the reporting period. CONAPREDES, the anti-trafficking coordinating agency, launched the printing of an anti-trafficking message on lottery tickets nationwide. Together with ILO-IPEC, CONAPREDES also developed anti-trafficking brochures and guides to victim assistance, which were distributed to schools across the country. Other anti-trafficking media campaigns featured posters, radio, and television ads. Trafficking prosecutors also spoke at schools about the dangers of human trafficking.

PAPUA NEW GUINEA (Tier 2 Watch List)

Papua New Guinea is a destination country for women and girls trafficked for the purpose of commercial sexual exploitation. Internal trafficking of women and children for sexual exploitation and domestic servitude occurs. Children are held in indentured servitude as domestic workers. Women are trafficked from Malaysia, the Philippines, Thailand, Indonesia, and the People's Republic of China (P.R.C.) for sexual exploitation in brothels in the capital and at isolated logging and mining camps. Children are held in indentured servitude either as a means of paying a family debt or because the natural parents cannot afford to support the child. Some children are given to another family of greater wealth to serve as a housekeeper or nanny — a practice that can lead to trafficking in persons. There were isolated cases of Thai women transiting Papua New Guinea from Singapore on their way to Japan.

The Government of Papua New Guinea does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Papua New Guinea has been placed on Tier 2 Watch List because of its significantly increasing problem of trafficking in persons. The government should pass and enact comprehensive anti-trafficking legislation and collaborate with civil society, religious and tribal leaders to raise awareness about trafficking, including the demand aspect. The government should make efforts to prosecute and convict complicit officials and exploitative employers.



Prosecution

The Government of Papua New Guinea demonstrated minimal efforts to combat trafficking in persons. Papua New Guinea does not prohibit all forms of trafficking in persons, though its criminal code prohibits the trafficking of children for sexual exploitation. Trafficking for labor exploitation, however, is not criminalized and law enforcement officials do not actively investigate suspected cases due to a lack of officers within any branch of the government who are capable of dealing with trafficking crimes. There were no reported prosecutions or convictions of trafficking offenders during the reporting period. Police arrested a cult leader known as "Black Jesus" for killing and eating three young women he recruited as sex slaves. The police, through the assistance of immigration officers, stopped six Thai women transiting Papua New Guinea from Singapore on their way to Japan and deported them to Thailand on the next flight. Trafficking-related corruption is a serious problem and no public officials were investigated or prosecuted for trafficking-related crimes.

Protection

The Government of Papua New Guinea demonstrated limited efforts to protect or assist victims of trafficking. Due to severe resource constraints, the government relies on services provided by international organizations or NGOs. The government does not actively investigate trafficking crimes, and it does not implement procedures to identify trafficking victims among vulnerable populations, such as foreigners detained for prostitution or immigration violations. No victims presented themselves to police during the year. The government would

encourage victims to participate in the investigation and prosecution of traffickers if they came forward. There is no legal alternative to removal for victims that may face hardship or retribution in a source country. There are a few shelters in Port Moresby, Lae, and other major cities, but they are not specifically for victims of trafficking.

Prevention

The Government of Papua New Guinea relied on international organizations and NGOs to conduct prevention and awareness campaigns. A YWCA HIV and AIDS prevention program targeted women and girls in prostitution and provided literacy and skills training. Papua New Guinea has not ratified the 2000 UN TIP Protocol.

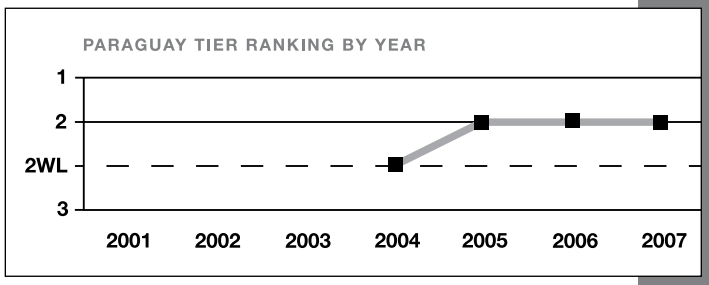
PARAGUAY (Tier 2)

Paraguay is principally a source and destination country for women and children trafficked for the purposes of commercial sexual exploitation. Paraguayan victims are trafficked mainly to Argentina, Brazil, Bolivia, and Spain; this transnational trafficking trend appears to be growing. Poor children are also trafficked within the country from rural to urban centers for sexual exploitation and involuntary servitude. Trafficking of Paraguayan and Brazilian women and girls, mainly for sexual exploitation, remains a problem in the Brazil-Paraguay-Argentina tri-border area.

The Government of Paraguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government continued a modest level of law enforcement activity. In the coming year, the government should intensify its efforts to identify, prosecute, and punish traffickers, especially in light of the country's increasing trafficking problem. It also should commit more resources for victim protection and anti-trafficking training for key government personnel. The government also should examine whether existing laws are sufficient to combat all forms of trafficking, including internal trafficking.

Prosecution

The Paraguayan government sustained its past record of modest law-enforcement actions against traffickers during the year. Paraguay prohibits most, but not all forms of trafficking through provisions of the country's 1997 Penal Code; these carry penalties of up to 10 years' imprisonment, which is commensurate with penalties for grave crimes such as rape and is sufficiently stringent. The government cooperated with neighboring and destination countries to disrupt trafficking networks, investigating 18 international trafficking cases last year. In 2006, authorities prosecuted and secured convictions in two cases against traffickers. No cases of official complicity with human trafficking were substantiated during the reporting period.



Protection

The government's efforts to protect victims of trafficking remained modest and inadequate. It does not directly operate or fund centers that provide shelter or other services to trafficking victims. Instead, the government relied heavily on NGOs and outside sources to provide shelter and other services to trafficking victims, particularly outside the capital. The government did show evidence, however, of its implementation of procedures to identify and refer victims of trafficking to NGOs that provide victim services. Paraguayan authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were no reports of victims jailed, deported, or otherwise penalized. Paraguay does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution.

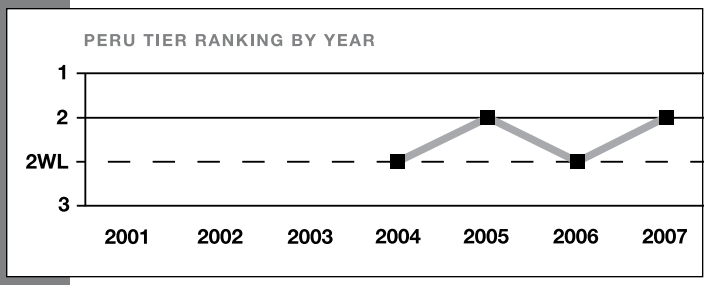
Prevention

The government conducted trafficking prevention activities during the reporting period, but efforts remain inadequate for a source country with a growing trafficking problem. The Secretariat of Women's Affairs led seminars to warn potential victims about the dangers of trafficking and conducted courses for law enforcement personnel. Posters distributed by government authorities also raised public awareness. The government relies on NGOs and other sources for the bulk of its prevention efforts.

PERU (Tier 2)

Peru is primarily a source country for women and children trafficked within the country for the purpose of commercial sexual exploitation. Most victims are girls and young women recruited from rural areas and lured or coerced into prostitution in urban nightclubs, bars, and brothels. Peruvians also are trafficked for sexual exploitation to Spain, Italy, Japan, and the United States. The government acknowledges that child sex tourism exists, particularly in the Amazon region of the country. Children and adults also are trafficked into conditions of forced labor in Peru's mining, logging, and brick-making sectors, and as domestic servants.

The Government of Peru does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In early 2007, the government passed a comprehensive law which prohibits all forms of trafficking in persons. The government also made solid progress in law enforcement actions against traffickers and conducted widespread anti-trafficking training for key officials. In the coming year, the government should intensify its efforts to expedite and prosecute trafficking cases and increase protection services for victims.



Prosecution
The Government of Peru demonstrated solid progress in investigating and prosecuting traffickers over the last year. In January 2007, the Peruvian Congress passed Law 28950, which criminally prohibits all forms of trafficking and prescribes tougher penalties against traffickers, while authorizing undercover and covert police operations and providing greater protection for trafficking victims and witnesses. The government now is drafting implementing regulations for the new law. It prescribes penalties of 8 to 15 years' imprisonment for convicted trafficking offenders, with increased penalties of 20 to 25 years' imprisonment in cases with aggravated circumstances. Such penalties are sufficiently stringent and commensurate with those prescribed for other grave crimes. In 2006 and early 2007, the government opened 11 trafficking cases, which represents a solid increase over 2005, when it opened four cases. A total of 13 trafficking cases are now pending before Peruvian courts. In December 2006, a Peruvian judge sentenced a trafficker to 10 years in prison. The government also launched a computerized case-tracking system, and conducted more than 2,750 raids of brothels, finding and removing almost 400 minors from commercial sexual exploitation. The government, with NGO assistance, also conducted anti-trafficking training for 1,389 law-enforcement and social-service officials across the country. There were no confirmed reports of official complicity with trafficking.

Protection
The government made limited progress in its efforts to protect victims during the reporting period. It did not penalize victims for unlawful acts committed as a direct result of their being trafficked. The government showed modest efforts in identifying victims and referring them to government-funded domestic-violence shelters, although these facilities lack specialized services for trafficking victims. In March 2006, the government, with NGO assistance, initiated a toll-free hotline for potential trafficking victims and for referring cases to police. Peru provides similar legal rights to foreign victims as it does to its citizens, and also allows foreign victims to remain in Peru to escape hardship or retribution in their own countries. Although Peru encourages victims to assist in the prosecution of traffickers, the uneven application of witness-protection laws continues to prevent some victims from doing so.

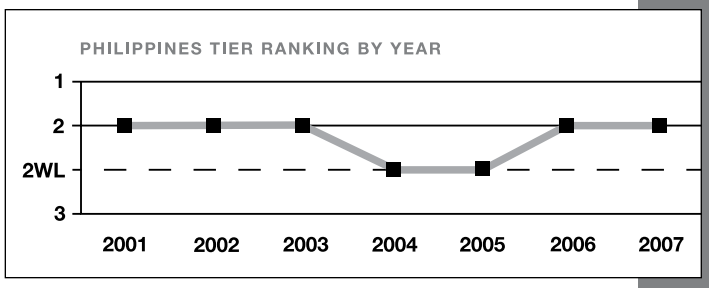
Prevention
The government took strong steps to expand its anti-trafficking training and prevention efforts during the reporting period. The Women's Ministry conducted all-day anti-trafficking workshops for more than 2,000 municipal officials and community leaders across the country. The government also trained more than 700 teachers and school directors on how to prevent trafficking and incorporated anti-trafficking instruction into school programs. The Ministry of Foreign Affairs shows anti-trafficking videos to passport applicants and disseminates videos and brochures to embassies and consulates worldwide. The Ministry of Tourism initiated a campaign for hotels to sign a "code of conduct" against child-sex tourism, which is prevalent in tourist destinations such as Iquitos and Cuzco.

PHILIPPINES (Tier 2)

The Philippines is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. A significant number of Filipino men and women who migrate abroad for work are subjected to conditions of involuntary servitude in Saudi Arabia, Kuwait, the United Arab Emirates, Qatar, Bahrain, Malaysia, Hong Kong, Singapore, Japan, South Africa, North America, and Europe. Women and children are also trafficked within the Philippines, primarily from rural areas, such as the Visayas and Mindanao, to urban areas for forced labor as domestic workers, and factory workers, and in the drug trade, and for sexual exploitation. A smaller number of women are occasionally trafficked from the People's Republic of China (P.R.C.), South Korea, Japan, and Russia to the Philippines for sexual exploitation. Foreign tourists, particularly other Asians, sexually exploit women and children in the Philippines.

The Government of the Philippines does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The Philippines govern-

ment demonstrated exemplary efforts to prevent the trafficking of migrant workers and to protect those who were exploited abroad. However, the government demonstrated weaker efforts to combat internal sex and labor trafficking. There was only one conviction under the 2003 anti-trafficking law during the reporting period. The Philippines government should make greater efforts to combat internal trafficking by increasing public awareness activities and vigorously prosecuting those exploiting victims as well as making greater efforts to prosecute and convict public officials who profit from or are involved in trafficking.



Prosecution

The Philippine government showed some improvement in arresting, prosecuting, and convicting traffickers. The Philippines criminally prohibits trafficking for both sexual and labor exploitation through its 2003 Anti-Trafficking in Persons Act. Penalties prescribed for trafficking for commercial sexual exploitation are commensurate with those for rape, and overall penalties prescribed for trafficking offenses are sufficiently stringent. There was only one conviction under the country's trafficking law during the reporting period. A court in Zamboanga City sentenced a member of a trafficking syndicate to life imprisonment in March 2007 for having recruited six victims and peddled them to a brothel in Sandakan, Malaysia. The case is the fifth conviction under the 2003 Philippines anti-trafficking law that has resulted in a jail sentence.

In 2006, law enforcement agencies filed 60 new trafficking cases with the Department of Justice. In addition, Philippines law permits private prosecutors to prosecute cases under the direction and control of a public prosecutor. The government has used this provision effectively, allowing and supporting an NGO to file 23 cases. In total, the government is currently engaged in 107 prosecutions of trafficking crimes, with more being investigated. The government has 17 dedicated anti-trafficking prosecutors in the Department of Justice (DOJ), and 72 additional prosecutors in regional DOJ offices. The Secretary of Justice issued a DOJ Circular instructing that all trafficking cases should receive preferential attention for initiating prosecutions in the courts.

The Philippines Coast Guard, under the Department of Transportation and Communication, searched several ferries in order to identify trafficking victims and recruiters. Although there was no evidence of government complicity in trafficking at an institutional level, individual and groups of customs officials, border guards, local police, and immigration officers reportedly received bribes from traffickers or otherwise assisted in their operations. Corruption in the government and the general ineffectiveness of the judicial system impeded the government's ability to effectively prosecute trafficking cases. In 2005, police and the DOJ charged a police officer for allegedly trafficking minors for sexual exploitation at his Manila nightclub. Trial hearings continued in 2006, and a decision is expected in 2007. In December 2006, a top executive of the National Labor Relations Commission was suspended for three months for allegedly accepting a bribe from a labor recruiter, applying for a license to operate a recruitment agency.

Child Sex Tourism

In 2006, five foreign tourists were arrested by Filipino police for sexually exploiting Filipino children. The Philippines continued to assist U.S. law enforcement authorities in the transfer to U.S. custody of Americans who sexually exploited children.

Protection

The Philippine government demonstrated increased efforts to protect victims of trafficking in 2006, though it continued to rely heavily on NGOs and international organizations to provide services to victims. The government actively encouraged victims to assist in the investigation and prosecution of trafficking and related crimes. Victims can file civil suits against traffickers. The government does not penalize victims for any crimes committed as a direct result of their being trafficked. The implementing rules of the 2003 anti-trafficking law outline identification and referral procedures. The government assisted victims by providing temporary residency status, relief from deportation, shelter, and access to legal, medical, and psychological services. The Department of Social Welfare and Development operated 42 temporary shelters for victims throughout the country. Thirteen of these shelters were supported by a non-profit charity organization.

The government deployed eight social workers to Philippine diplomatic missions to provide psychosocial counseling to overseas foreign workers in distress. A social welfare attaché stationed in Malaysia coordinated with the Malaysian government in rescuing and repatriating Filipino victims of trafficking. The Department of Foreign Affairs assisted victims trafficked abroad and oversaw voluntary repatriation of victims. The Philippine Ports Authority provided the building and amenities for halfway houses in Manila, Davao, Batangas, and Sorsogon, which were managed by an NGO; the Ports Authority, police, and the Coast Guard

referred victims to the halfway houses. In March 2007, the Department of Labor and Employment opened the first reintegration center where returning overseas Filipino workers may seek services such as skills training, psycho-social counseling, and business development assistance.

Prevention

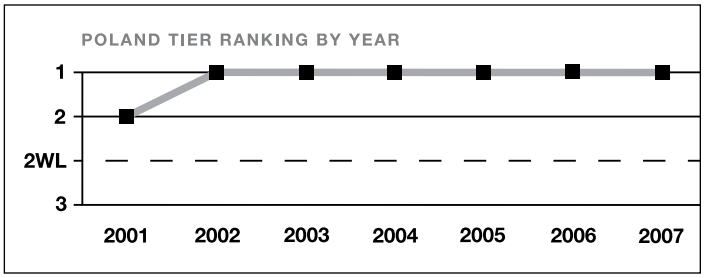
The Philippine government demonstrated continued efforts to raise awareness and prevent trafficking in persons. In 2007, the government's Interagency Council Against Trafficking established its first anti-trafficking task force at Manila's international airport to share information on traffickers and assist victims. In 2006 the Philippine Overseas Employment Agency (POEA) issued new employment requirements for overseas Filipino household workers to protect them from widespread employer abuse and trafficking. The new requirements increased the minimum monthly wage from $200 to $400 and raised the minimum age from 18 to 23. In addition, prospective domestic workers must obtain a certificate of competency from the Technical Education and Skills Development Authority and the Overseas Workers' Welfare Administration to attest to their skills and employers are required to submit employment contracts for verification.

POEA conducted nearly 1,000 pre-employment orientation seminars for more than 60,000 departing overseas Filipino workers in 2006. POEA also trained diplomatic staff and overseas labor and social welfare officers in methods for assisting trafficking victims abroad. To protect overseas Filipino domestic workers from illegal recruitment, foreign employers are required to undergo pre-qualification screening by the Philippine Overseas Labor Office and submit a written statement committing themselves to the fair and humane treatment of their domestic workers. The government produced an anti-trafficking infomercial that aired on local TV networks throughout the country in 2006. The government also created the Task Force Against Illegal Recruitment to develop strategies against illegal recruitment activities.

POLAND (Tier 1)

Poland is a source, transit, and destination country for women from Ukraine, Moldova, Romania, Belarus, Lithuania, Russia, Bulgaria, Cameroon, Somalia, Uganda, and Vietnam trafficked to and through Poland to Austria, Belgium, Denmark, Germany, Greece, Italy, the Netherlands, Spain, Sweden, and Japan for the purpose of commercial sexual exploitation. Polish men and women are trafficked to Italy, Austria, Germany, Belgium, France, Spain, the Netherlands, Japan, and Israel for purposes of forced labor and sexual exploitation. Boys from Vietnam were trafficked to Poland for the purpose of sexual exploitation. In May, police dismantled a trafficking ring that trafficked more than 350 Polish women to Austria for the purpose of sexual exploitation. In July 2006, a labor trafficking ring in Italy was found to have trafficked more than 300 Polish men and women for the purpose of forced agricultural labor.

The Government of Poland fully complies with the minimum standards for the elimination of trafficking. Poland continued to show progress in some areas, including an increase in international law enforcement cooperation. In March 2006, Poland created a Central Anti-Trafficking Unit in the National Police, which assisted in the breakup of several large-scale trafficking rings. The government also allocated more than $2 million to implement its national action plan and fund victim assistance and prevention programs. The government should continue training for prosecutors and judges, take steps to increase the number of trafficking convictions and the number of convicted offenders who serve time in prison, and make efforts to increase the number of identified victims.



Prosecution

The Government of Poland demonstrated mixed progress in its overall law enforcement efforts. Poland prohibits all forms of trafficking; Article 204, Section 4 and Article 253 are used to prosecute sex trafficking and forced labor cases. Prosecutors rely on trafficking definitions in the 2000 UN TIP Protocol when pursuing cases against traffickers, although some NGOs and government officials expressed concern that the lack of a trafficking definition in Poland's penal code limits effective prosecutions. Penalties under Article 253 range from 3 to 15 years' imprisonment, and Article 204, Section 4 provides for up to ten years' imprisonment; these sentences are sufficiently stringent and commensurate with those for other grave crimes, such as sexual assault. Police conducted 21 new investigations in 2006, down slightly from 22 in 2005. The government conducted 36 prosecutions, up from 18 in 2005. Sixteen traffickers were convicted in Polish Courts of First Instance in 2006, down from 37 such convictions in 2005. Data on convictions handed down by appellate courts were unavailable for 2006; however, in 2005 only nine of the 37 trafficking convictions were upheld on appeal. Of these, four traffickers

served some time in prison; this is a significant decrease from 2004 when 13 of 16 convicted traffickers served time in prison. In 2006, Polish authorities worked closely with foreign counterparts on several high-profile international trafficking cases. In May 2006, Austrian authorities arrested two Polish policemen who were involved in a group suspected of having trafficked 440 Polish and Romanian women to Austria. To date, there have been no cases of law enforcement officials punished for trafficking-related corruption in Poland.

Protection

The Polish government continued to provide quality assistance to trafficking victims. It increased its funding to victim support and sustained implementation of its victim referral mechanism governing cooperation among police, border guards, and victim assistance organizations. Once identified, victims were typically referred to the nearest victim assistance location. Although the government has invested significant resources in victim identification training, the number of identified victims in the country remained low. Concerns exist that a two-month victim reflection period for victims, available starting in 2005, was not properly implemented; at least one foreign victim identified herself to law enforcement but was still deported without being offered the reflection period. The government encouraged victims to assist in trafficking investigations and prosecutions; 11 victims assisted authorities in 2006.

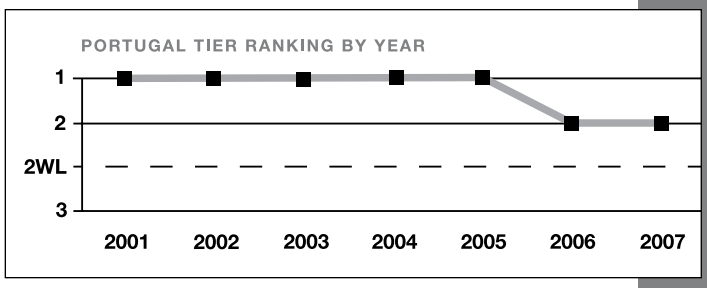
Prevention

The government continued to improve its trafficking prevention efforts. During the reporting period, the government funded several NGOs to conduct workshops at orphanages and childcare centers to raise awareness of the dangers of trafficking. A government-funded NGO also conducted an awareness campaign on the Polish-Ukrainian border. Anti-trafficking awareness guidebooks targeting both Poles traveling abroad for work and foreign women migrating to Poland for work were produced and disseminated among these two groups.

PORTUGAL (Tier 2)

Portugal is primarily a destination and transit country for women, men, and children trafficked from Brazil, Ukraine, Moldova, Russia, Romania, and to a lesser extent Africa. The majority of Brazilian female victims are trafficked for the purposes of commercial sexual exploitation. Male victims from Eastern European countries are trafficked for forced labor in the construction industry. Some trafficking victims transit through Portugal to other European countries.

The Government of Portugal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, a multi-agency government center



responsible for gathering trafficking-related data opened and required that police fill out a standard detailed form with case information. The parliament should pass the new anti-trafficking penal code reforms currently before it and the government should actively implement those reforms.

Prosecution

The Government of Portugal demonstrated weak efforts to prosecute trafficking in 2006, although it has established a system to facilitate the compiling of comprehensive law enforcement data under the category of trafficking. Portugal prohibits labor trafficking and most forms of sex trafficking through various trafficking-related provisions of its penal code. In addition, sex trafficking of Portuguese citizens across international borders is specifically prohibited. To bolster its efforts to combat trafficking, the government submitted to parliament reforms that will standardize the penal code as it relates to trafficking. The reforms explicitly criminalize labor trafficking, broaden the definition of sex trafficking, and increase penalties for both types of trafficking offenses. Current penalties prescribed by law for commercial sexual exploitation are commensurate with those for rape, and the laws generally prescribe penalties that are sufficiently stringent. However, sentences imposed on convicted offenders are often suspended. In 2006, a bar owner accused of sex trafficking was convicted for related crimes of pimping, aiding illegal immigration, kidnapping, and illegal possession of weapons. He was sentenced to nine years' imprisonment for recruiting and exploiting Brazilian women. There is no evidence of government officials complicit in trafficking.

Protection

The Government of Portugal expanded its efforts to provide protection assistance to victims of trafficking in 2006 and encouraged victims to assist in the investigation and prosecution of traffickers. Victims may file civil suits against their traffickers. Victims are allowed a 30 to 60 day reflection period to decide whether or not they will press charges against the traffickers and regardless of their decision, have the right to a one-year residency permit. Victims who are initially detained are transferred to shelter facilities and do not face penalties for unlawful acts committed as a direct part of their being trafficked. In the last year, Portugal opened

the first government-funded and operated assistance center for trafficking victims and passed a new immigration law that facilitates issuance of residency permits to trafficking victims. The Government of Portugal provides funding and other in-kind forms of support to foreign and domestic NGOs providing victim services.

Prevention

The Government of Portugal continued to sponsor anti-trafficking information campaigns and public service announcements throughout the year. The Government created a Web site with comprehensive information about trafficking, its National Action Plan, and links to NGOs providing victim assistance. State-run channels broadcast programs on trafficking to educate the general public, potential trafficking victims, and immigrants. The Government sponsored public service ads warning against trafficking on television, radio, and newspapers. Through the posting of liaison officers abroad, staffs of Portugal's overseas embassies and consulates are trained on how to protect and assist trafficking victims.

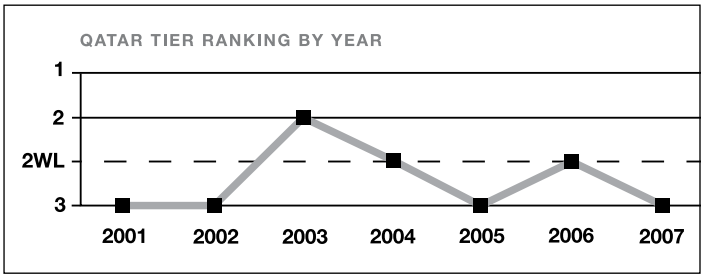
QATAR (Tier 3)

Qatar is a destination for men and women trafficked for the purposes of involuntary servitude and, to a lesser extent, commercial sexual exploitation. Men and women from India, Pakistan, Bangladesh, Nepal, the Philippines, Indonesia, Vietnam, Sri Lanka, Ethiopia, Sudan, Thailand, Egypt, Syria, Jordan, and People's Republic of China (P.R.C.) travel to Qatar as laborers and domestic servants, but some subsequently face conditions of involuntary servitude. The most common forced labor offense is forcing workers to accept worse contract terms than those under which they were recruited. Other forced labor conditions in Qatar include instances of: bonded labor; job switching; visa swapping; visa selling; withholding of pay; charging for benefits for which the employer is responsible; restrictions on freedom of movement, including the confiscation of passports and travel documents and the withholding of exit permits; arbitrary detention; threats of legal action and deportation; false charges; and physical, mental, and sexual abuse. Workers are generally forced to accept worse contract terms than those under which they were recruited, and often suffer miserable working and living conditions. Nepalese men are reportedly recruited for work in Qatar as domestic servants, but are then coerced or forced into labor in Saudi Arabia as farm workers. Qatar is also a destination for women from P.R.C., Indonesia, the Philippines, Morocco, Sri Lanka, Lebanon, India, Africa, and Eastern Europe trafficked for the purpose of commercial sexual exploitation, but it is unknown how many are trafficked.

The Government of Qatar does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Qatar continues to detain and deport victims rather than providing them with protection. The government also failed to meaningfully increase prosecutions for trafficking. Workers who complained about working conditions or nonpayment of wages were sometimes penalized and prosecuted under false charges in retaliation. Qatar should develop a credible law enforcement effort against trafficking, and should take steps to ensure that victims are not punished for acts related to being trafficked.

Prosecution

The Government of Qatar made insufficient progress in prosecuting trafficking offenses during the reporting period. Qatar does not prohibit all acts of trafficking, but it criminalizes slavery, forced labor, and forced prostitution under sections 321, 322, and 297 of its Criminal Law, respectively. At the same time, provisions of the Sponsorship Law condone forced labor activities and slave-like conditions. The government banned the use of child camel jockeys in 2005. Qatar provided evidence of only two convictions in a trafficking case involving a domestic servant this year, despite reports that this practice is common; those convicted received five-year prison sentences. The government did not initiate prosecutions for any other trafficking crimes nor were any other persons convicted of trafficking offenses. A government committee trained police, prosecutors, judges, and legal educators on current anti-trafficking laws. Qatar should significantly improve its law enforcement response to trafficking crimes by increasing criminal prosecutions of trafficking offenses.



Protection

The Government of Qatar failed to adequately protect victims of trafficking during the reporting period. It does not systematically attempt to identify trafficking victims among vulnerable people, such as foreign workers awaiting deportation and women arrested for prostitution, and as a result, victims are often punished and deported without being offered protection. The Government of Qatar also commonly fines and detains trafficking victims for unlawful acts committed as a direct result of being trafficked, such as immigration

violations and running away from their sponsors, without determining the underlying causes. Some victims remain in the deportation centers for years pending resolution of their cases, permission from their sponsors to leave the country, or in retaliation for seeking to recover unpaid wages or requesting a new sponsor. The government removed restrictions on victims' access to the government shelter and widely publicized the existence of the shelter and hotlines. In only a small percentage of cases, however, did the government encourage victims to assist in trafficking investigations or offer victims alternatives to deportation to countries in which they may face retribution. The shelter accommodated only 20 trafficking-related victims this year.

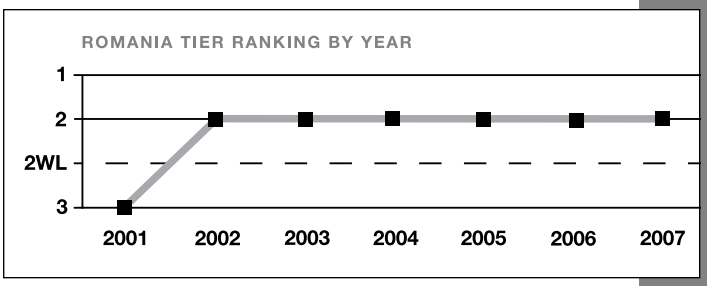
Prevention

Qatar's efforts to prevent trafficking in some areas improved over the reporting period. A committee conducted visits to camel racing tracks to ensure compliance with the government's ban on the use of child camel jockeys. Qatar also held a workshop for 42 recruitment agencies to raise awareness of trafficking. The National Office for Combating Trafficking in Persons led a government training seminar on legal, social and security dimensions of trafficking for police officers, Internal Security service officers, and others. Anti-trafficking training has been incorporated into the basic training curriculum for police officers. A media campaign highlighted sponsors' responsibilities, and resources available to victims. Qatar has not ratified the 2000 UN TIP Protocol.

ROMANIA (Tier 2)

Romania is a source and transit country for men and women from Moldova, Ukraine, and Russia trafficked to Italy, Spain, Germany, Switzerland, the Czech Republic, Cyprus, Greece, and Austria for the purposes of forced labor and commercial sexual exploitation. Romanian children are trafficked within the country for sexual exploitation and forced begging. Roma women and girls are highly vulnerable to trafficking.

The Government of Romania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In November 2006, the government implemented a new trafficking-specific victim-witness coordination program and assisted 26 victims of trafficking. The government improved cooperation with anti-trafficking NGOs and allocated $250,000 in 2006 to NGOs for use in anti-trafficking efforts in 2007. In December 2006, the government launched a national database to assist victim identification and referral efforts. In the coming year, Romania should increase efforts to develop a national victim referral system and standards, and to train police to ensure that victims are identified and not inappropriately fined or otherwise penalized. The government should conduct a demand-reduction public awareness campaign, targeting clients of the sex trade.



Prosecution

Romania continued its law enforcement efforts during the reporting period. Romania prohibits trafficking for the purposes of both sexual and labor exploitation through Law no. 678/2001, which prescribes penalties of 3 to 13 years' imprisonment. These penalties are sufficiently stringent and commensurate with penalties prescribed for other grave crimes, such as rape. In 2006, police conducted 61 investigations, down from 231 in 2005. During the reporting period, 780 persons were prosecuted, resulting in the conviction of 187 traffickers, down from 235 convictions in 2005. Romania demonstrated improved progress in the sentencing of traffickers during the reporting period. In 2006, 164 convicted traffickers served time in prison ranging from 6 months to 15 years, while 23 traffickers served no time in prison. This is a significant improvement from 2005 when more than 40 percent of convicted traffickers served no prison time.

Protection

Romania continued its efforts to improve victim protection. The government established 15 regional victim assistance centers in 2006, which identified 79 victims from September through December 2006; these centers are responsible for implementing the victim-witness coordination project and for identifying and referring victims to NGOs and government shelters. Although the government operated at least nine trafficking shelters at the state level, the quality and consistency varied from region to region; some shelters were temporarily closed during the reporting period due to a lack of funding and maintenance. The government identified a total of 2,285 victims throughout the year; 476 victims received assistance from either government agencies or NGOs, a significant increase from 175 victims assisted in 2005. According to law, NGOs that provide services to trafficking victims have government funding priority. Although some law enforcement agencies have victim identification procedures, there are no national victim identification or referral procedures

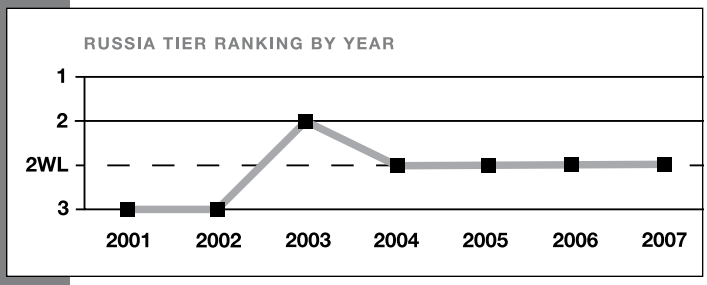
to systematically transfer victims to NGOs or state-run shelters. Some law enforcement officers may refer victims based on personal relationships with local NGOs. In practice, victims were frequently not identified by authorities when detained for unlawful acts they committed as part of their being trafficked; they were penalized for these acts as a result. Victims were encouraged to assist in trafficking investigations, although a lack of faith in law enforcement and fear of retribution from traffickers sometimes limited victim cooperation. In 2006, the government made victim testimony easier by changing the law to permit trafficking victims to use video testimony.

Prevention

The Government of Romania demonstrated increased efforts to prevent human trafficking during the reporting period. The government funded several NGOs to produce anti-trafficking campaigns at both national and local levels. From July through December 2006, the government conducted a labor migration campaign that warned of the dangers of trafficking. The government also conducted a campaign targeting the Roma, a highly vulnerable population to trafficking; the government translated the campaign materials into Romany. The government worked with an NGO to promote trafficking awareness leading up to and during the World Cup Soccer Championship in Germany in June 2006.

RUSSIA (Tier 2 Watch List)

Russia is a source, transit, and destination country for men, women, and children trafficked for various purposes. Russia is a source country for men and women trafficked to Germany, Turkey, Portugal, the People's Republic of China, Japan, and South Korea for purposes of sexual exploitation and forced labor, including agricultural and maritime work. Russian women continue to be trafficked to Western Europe, the United States, Canada, Vietnam, Thailand, Australia, New Zealand, and the Middle East for sexual exploitation. Moscow and St. Petersburg are destination centers for children trafficked internally within Russia and from Ukraine and Moldova for purposes of sexual exploitation and forced begging. Child sex tourism in Western Russia remains a problem. Moscow continues to be a significant destination for men and women trafficked within Russia and from Kyrgyzstan, Tajikistan, Uzbekistan, Ukraine, Moldova, and Belarus for purposes of sexual exploitation and forced labor, including work in the construction industry. Moscow is also a transit point for women trafficked from Uzbekistan and Armenia to the United Arab Emirates for purposes of sexual exploitation.



The Government of Russia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Russia is placed on Tier 2 Watch List for a fourth consecutive year for its continued failure to show evidence of increasing its overall efforts to combat trafficking, particularly in providing trafficking victims with protection. Specific trafficking victim assistance legislation, pending before the Duma, was neither passed nor enacted in 2006. Russia continued modest progress in its law enforcement efforts, particularly in its trafficking investigation efforts. In early 2007, the Ministry of Interior created the federal-level Counter Human Trafficking Unit to further strengthen anti-trafficking law enforcement coordination. In July 2006, the Duma passed asset forfeiture legislation that permits prosecutors to seek the forfeiture of the assets of convicted persons, including traffickers. In January, the Public Chamber of the national government provided grants to three anti-trafficking NGOs. Two local governments signed agreements with NGOs that establish a mechanism for victim referral. Although these are positive developments, Russia has yet to provide comprehensive human trafficking victim protections, covering the entire process from victim identification through reintegration and support. Overall, victim protection and assistance remains the weakest component of Russia's anti-trafficking efforts.

The national government should do more to develop a comprehensive national strategy that acknowledges the gravity of the problem and should allocate adequate resources to address remaining deficiencies in victim assistance and protection. The national government should establish a national action plan which designates ministerial responsibilities, designate specific funding from the national budget to carry out designated responsibilities, establish an official coordinating body with the authority to implement a national strategy, and evaluate ministerial efforts to combat trafficking. Special emphasis should be placed on improving national efforts to coordinate and enact victim assistance, protection, and rehabilitation. Russia should create a central repository for conviction and sentencing data for trafficking cases.

Prosecution

The Government of Russia demonstrated mixed progress in its law enforcement efforts over the last year. Article 127 of the criminal code prohibits

both trafficking for commercial sexual exploitation and forced labor. Other criminal statutes may be used to prosecute and convict traffickers. Article 127 provides punishments of up to five years' imprisonment for trafficking crimes; aggravating circumstances may extend penalties up to 10 years' imprisonment. These penalties are sufficiently stringent and are commensurate with punishments for other grave crimes, such as rape. In 2006, police conducted 125 trafficking investigations; 106 of these investigations were sexual exploitation cases and 19 were forced labor cases. This total is a significant increase from 80 investigations in 2005. It is difficult to ascertain the exact number of prosecutions and convictions in 2006 because the Government of Russia does not collect and maintain such statistics. Authorities conducted at least 26 prosecutions during the reporting period, compared to 53 prosecutions in 2005. At least 13 traffickers were convicted in 2006, compared to nine in 2005. At least 14 traffickers received prison sentences (some traffickers sentenced in 2006 were convicted during the previous reporting period and are reflected in the conviction statistics reported for 2005). Russia participated with other governments in several international investigations, resulting in the prosecution and conviction of traffickers both in Russia and abroad. Trafficking-related corruption remained a problem; however, Russia demonstrated its growing commitment to address this corruption by investigating and prosecuting a number of government officials involved in trafficking.

The unlawful forced labor of young conscripts within Russia's military remained a serious problem; at least 27 military officials, including army generals, were investigated or prosecuted for unlawful labor exploitation of soldiers under their command. One officer was convicted and sentenced to five years in prison for forcing his soldiers to work for a third-party businessman. The Russian military is reported to be investigating claims that male army conscripts were forced into prostitution in St. Petersburg.

Protection

Russia demonstrated limited progress in its efforts to protect and assist victims. The federal government, through the Public Chamber, provided grants to three anti-trafficking NGOs in early 2007, including a grant of approximately $17,000 to one NGO that provides rehabilitation assistance to victims. Russia's Foreign Ministry reported assisting the return to Russia of some victims of trafficking from other countries. Although some local governments provided in-kind and financial support to some anti-trafficking NGOs, it appears the majority of aid to NGOs providing victim assistance was provided by international donors. Russia relies on regional and municipal-run domestic violence and homeless shelters as well as crisis centers and anti-trafficking NGOs to provide trafficking victims with shelter, and legal, medical, and psychological assistance. In the absence of available shelters some trafficking victims did not receive assistance. The comprehensive anti-trafficking legislation, in development since 2003, would strengthen assistance to trafficking victims, better define the rights of trafficking victims, create a centralized authority to coordinate national anti-trafficking efforts, and allocate specified funding for anti-trafficking programs.

Police in various communities have increasingly encouraged victims to participate in trafficking investigations and prosecutions, partially attributed to specialized anti-trafficking training for police and prosecutors. The government permits victims to reside in Russia pending the investigation and prosecution of their trafficker.

Prevention

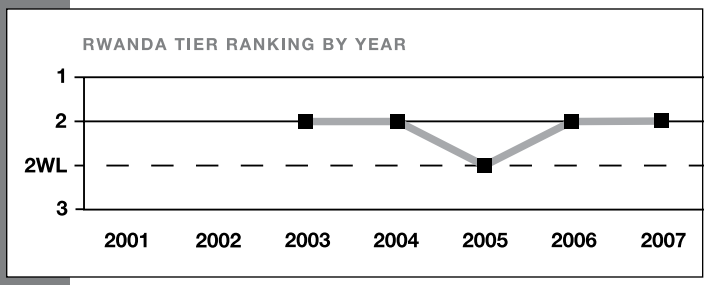
Russia demonstrated progress in public awareness and prevention efforts during the reporting period. In January 2007, Russia enacted a new migration law that simplified the registration process for migrant workers in Russia and requires workers to register directly with the state; the previous law required employers to confiscate passports and other travel documents in order to register workers with the state, thereby making migrant workers more vulnerable to trafficking. In August, the Primorskiy Kray government sponsored a journalism competition, awarding a cash prize for the best new article on trafficking. Primorskiy Kray authorities also paid for the production of posters warning of the dangers of human trafficking and printed 30,000 pamphlets providing advice and information for Russians choosing to work abroad; these pamphlets were handed out at employment agencies and at ports-of-entry.

RWANDA (Tier 2)

Rwanda is a source country for children trafficked within the country for the purposes of domestic servitude and commercial sexual exploitation. Small numbers of impoverished Rwandan girls, typically heads of households between the ages of 14 and 18, engage in prostitution as a means of survival; some are exploited by loosely organized networks of older girls and women. In 2006 and early 2007, troops loyal to a renegade Congolese general reportedly recruited an unknown number of children for forced labor and soldiering from refugee camps in Rwanda.

The Government of Rwanda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Bureaucratic inefficiencies and severe resource constraints contributed to the government's lack of comprehensive data on victims and law enforcement action. To enhance its anti-trafficking efforts, the

government should consider enacting and enforcing its draft anti-trafficking law, as well as taking additional steps to remove children from prostitution and domestic servitude and to provide for their care.



Prosecution

The government's anti-trafficking law enforcement efforts were modest during the reporting period. Rwandan law does not prohibit all forms of trafficking in persons, though existing statutes prohibit slavery, kidnapping, forced prostitution, and child prostitution, under which traffickers could be prosecuted. In March 2007, a draft law on suppressing, prosecuting, and punishing trafficking in persons was introduced in the Parliament's Chamber of Deputies. The status of a draft law intended to protect street children by criminalizing the actions of hotels and cinema halls that provide venues for child prostitution is unknown. The government did not investigate or prosecute any trafficking cases during the year. Police did, however, take measures to curb prostitution by detaining women and children in prostitution, issuing orders to contain them at home, and placing them on probation to monitor closely their activities. At numerous security checkpoints throughout the country, the National Police inspected vehicles' cargo and documentation, questioning men traveling with children but without an adult female. Trained police officers investigated suspected irregularities, including any possible indications of trafficking; such inspections yielded no reported cases of trafficking.

Protection

With the exception of its care for former child combatants, limited information is available on the government's efforts to provide protective services to trafficking victims. The Rwandan Demobilization and Reintegration Commission (RDRC) continued to broadcast a weekly radio program in both Rwanda and eastern Democratic Republic of the Congo (D.R.C.), reiterating the government's policy of accepting all returnees who disarm and renounce violence, and granting immunity from prosecution for war crimes to anyone who was under 14 years of age during the 1994 genocide. As a result, some Rwandan child combatants voluntarily fled the Democratic Forces for the Liberation of Rwanda, an armed rebel group operating in eastern D.R.C. and returned to Rwanda. The RDRC continued operation of a center for child ex-combatants, which provided three months of care and education to returning children; 42 children arrived at the center during the reporting period. The RDRC worked with local authorities and an NGO to locate the children's families, and social workers sensitized the families before their child's return; in 2006, 32 children were reunited with their families.

The Ministry of Education operated "catch-up" education centers that provided education for over 900 children who had missed all or part of their primary education due to working. The government did not encourage victims of trafficking to participate in investigations and prosecutions of trafficking, nor did it ensure that child victims of commercial sexual exploitation were not penalized for unlawful acts committed as a direct result of their being trafficked.

Prevention

While the national government's efforts to prevent children from being trafficked were modest in 2006, sector governments implemented localized programs to prevent women and children from being exploited in prostitution. For example, officials from Kanombe Sector, located near Kigali's airport, reached out to those in commercial sexual exploitation by establishing and operating information centers, initiating income generation programs, and helping them to form small community organizations that can interact with the sector government; other sectors are attempting similar approaches. The Ministry of Labor, with input from UNICEF and the Ministries of Gender and Education, drafted a National Plan of Action on Child Labor in 2005 that is still awaiting approval by the Cabinet; the plan identifies children in prostitution and child domestic workers as two forms of child labor to be addressed. The National Unity and Reconciliation Commission began conducting a survey on the impact of genocide on gender-based violence, including prostitution. In partnership with UNICEF, the Ministry of Gender and Family Support — the government's agency for assisting children in distress — launched a radio-based public information campaign on caring for vulnerable children.

SAUDI ARABIA (Tier 3)

Saudi Arabia is a destination country for men and women trafficked for the purposes of involuntary servitude and, to a lesser extent, commercial sexual exploitation. Men and women from Bangladesh, India, Sri Lanka, Nepal, Pakistan, the Philippines, Indonesia, Vietnam, Kenya, and Ethiopia voluntarily travel to Saudi Arabia as domestic servants or other low-skilled laborers, but subsequently face conditions of involuntary servitude, including

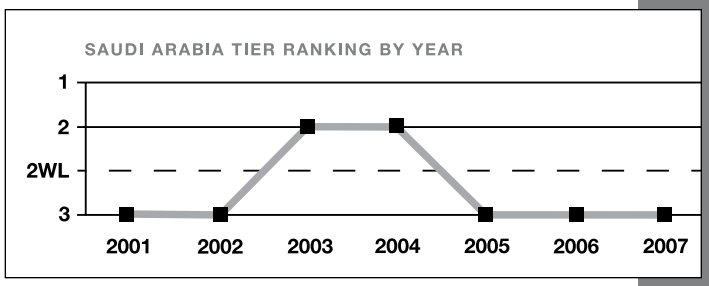
withholding of passports and other restrictions on movement, non-payment of wages, threats, and physical or sexual abuse. Women from Yemen, Morocco, Pakistan, Nigeria, Ethiopia, and Tajikistan were also trafficked into Saudi Arabia for commercial sexual exploitation; others were reportedly kidnapped and forced into prostitution after running away from abusive employers. In addition, Saudi Arabia is a destination country for Nigerian, Yemeni, Pakistani, Afghan, Chadian, and Sudanese children trafficked for involuntary servitude as forced beggars and as street vendors.

The Government of Saudi Arabia does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Saudi Arabia is placed on Tier 3 for a third consecutive year. The government failed to enact a comprehensive criminal anti-trafficking law, and, despite evidence of widespread trafficking abuses, did not significantly increase the number of prosecutions of these crimes committed against foreign domestic workers. The government similarly did not take law enforcement action against trafficking for commercial sexual exploitation in Saudi Arabia, or take any steps to provide victims of sex trafficking with protection. Saudi Arabia also continues to lack a victim identification procedure to identify and refer victims to protective services.

Saudi Arabia should enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking in persons and assigns penalties that are sufficiently stringent to deter the crime and adequately reflect the heinous nature of the crime. The government should also significantly increase criminal prosecutions of abusive employers, enforce existing criminal laws that punish employers who abuse foreign workers, and impose appropriate sentences for such crimes. In addition, the government should take steps to ensure that trafficking victims are not detained or punished, and should institute a formal victim identification mechanism to distinguish trafficking victims from among the thousands of workers it deports each year for immigration violations and other crimes. Saudi Arabia should similarly extend protection to victims of sex trafficking, and ensure that their traffickers are criminally prosecuted.

Prosecution

Saudi Arabia demonstrated insufficient efforts to punish trafficking crimes over the last year. The government does not prohibit all forms of trafficking in persons, but penalizes forced labor through Articles 229-242 of its Labor Law. Penalties for forced labor, however, are limited to fines or bans on future hiring, and as such, are not sufficiently stringent to deter the crime. Saudi Arabia does not have a law specifically prohibiting trafficking for commercial sexual exploitation. This year, the government reported no criminal investigations, prosecutions, convictions or sentences for trafficking offenses, despite reports of widespread abuse of foreign workers and anecdotal evidence of trafficking for commercial sexual exploitation. Saudi law states that employers may not retain the passports of their employees, but the government does not actively enforce this law. Source country embassies also report that the government does not seriously enforce fines or bans on hiring workers imposed upon abusive employers or recruitment agencies. Furthermore, police are often criticized for being unresponsive to requests for help from foreign workers. In December, the Government of Saudi Arabia funded an assessment by anti-trafficking experts for forthcoming law enforcement training session in the Kingdom. The government should take significant steps to criminally punish trafficking for involuntary servitude and commercial sexual exploitation. In particular, the government should ensure that traffickers receive adequate prison sentences for serious abuses rather than administrative penalties such as fines, bans on future recruitment, or orders to pay back-wages.



Protection

Saudi Arabia did not take adequate measures to protect victims of trafficking over the last year. However, the government does provide trafficking victims with shelter, access to legal, medical, and psychological services, and temporary residency, in some cases. Although the government operates three shelters for abused domestic workers and trafficked children, some victims report being further mistreated in these "remand homes." For instance, in November 2006, 25 Nepalese victims who ran away from their employers claiming physical and sexual abuse were confined to a room, given insufficient food and medical treatment, and were not allowed to contact their families. Some victims also claim difficulty receiving consular access, accessing national and international NGO assistance, or receiving legal or social counseling in their own language.

In addition, Saudi Arabia does not systematically attempt to identify trafficking victims among vulnerable people, such as foreign women detained for running away from their employers or women arrested for prostitution; as a result, victims of trafficking are often punished and deported without being offered protection. Saudi Arabia offers some victims limited legal alternatives to

removal to countries in which they may face hardship or retribution. Additionally, the process for victims to make complaints is difficult for many poorly educated and vulnerable workers to use. Saudi officials also do not encourage victims to assist in investigations against their traffickers; often, victims are persuaded by the police to take monetary compensation in lieu of filing criminal charges against their employer, even in cases of extreme abuse. In some cases, victims are reportedly returned to their employers by police officers after making a complaint.

Saudi Arabia continued to work with UNICEF and the Government of Yemen to repatriate Yemeni children trafficked into the Kingdom. Once found, the child victim is brought to a shelter, given counseling and medical care, and repatriated. The government reports that it contributed funding to shelters in Yemen for children trafficked to Saudi Arabia for forced begging. Though the government does not provide medical assistance to victims detained in deportation centers, foreign workers are allowed access to public hospitals.

The Government of Saudi Arabia should institute a formal victim identification mechanism to identify and refer victims to protection services. The government should also ensure that victims are not mistreated in government shelters, and are not punished for unlawful acts committed as a direct result of being trafficked, such as absconding from their sponsors or prostitution. Furthermore, the government should provide protection services to victims of sex trafficking.

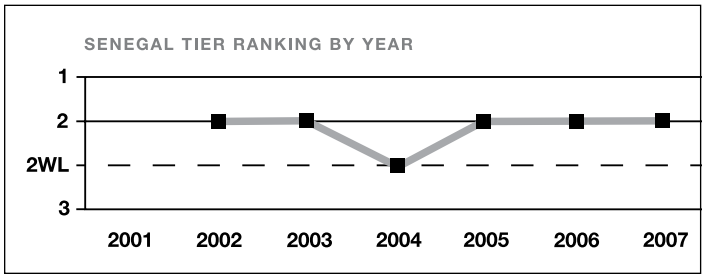
Prevention

This year, Saudi Arabia made minimal efforts to prevent trafficking in persons. Though the government published brochures explaining workers' rights and available resources, neither the Saudi government nor source-country embassies distributed these efficiently to incoming workers. The government provides trafficking awareness and technical training for officials with trafficking prevention responsibilities. Saudi Arabia took steps to prevent trafficking by imposing fines and blacklisting some agents found to be misusing visas for the Hajj and Umrah to traffic women and children into the country. Saudi Arabia has not ratified the 2000 UN TIP Protocol.

SENEGAL (Tier 2)

Senegal is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking within the country is more prevalent than trans-border trafficking. Boys who are students (talibe) at Koranic schools are trafficked within the country for forced begging by their religious teachers (marabouts), and women and girls are trafficked for domestic servitude. Girls, and possibly adult women, are also trafficked internally for sexual exploitation. Transnationally, boys are trafficked to Senegal from The Gambia, Mali, Guinea-Bissau, and Guinea for forced begging by religious teachers. Senegalese women and girls are trafficked to neighboring countries, the Middle East, and Europe for domestic servitude and possibly for sexual exploitation. Reports over the last year of large numbers of Senegalese and neighboring country nationals being transported from Senegal to Spain appear to be cases of smuggling and illegal migration rather than trafficking.

The Government of Senegal does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. The Senegalese government made modest progress in its anti-trafficking law enforcement efforts over the past year. To improve its response to trafficking, Senegal should: increase efforts to apply its 2005 law against trafficking; activate its special commissariat against sex tourism to rescue victims; arrest sex tourists; strengthen overall protection efforts, ensuring, in particular, that victims are not incarcerated; and increase awareness-raising initiatives.



Prosecution

The Government of Senegal continued to make progress in its anti-trafficking law enforcement efforts during the last year. Senegal prohibits all forms of trafficking through its 2005 Law to Combat Trafficking in Persons and Related Practices and to Protect Victims. The prescribed penalty of 5 to 10 years' imprisonment for all forms of trafficking is sufficiently stringent and commensurate with penalties prescribed for rape. During the reporting period two religious teachers were convicted under the anti-trafficking law for trafficking children. The sentence of two years' imprisonment imposed on each convicted trafficker, however, was insufficient. Police arrested a Nigerian trafficker in December 2006 and an Ivorian trafficker in January 2007, both of whom are detained awaiting trial. The government continued to work with Guinean authorities to prosecute two Senegalese child traffickers arrested in Guinea in early 2006. During the last year, Senegalese officials

worked with Spanish authorities to break up two trafficking rings, one of which was transporting Cape Verdeans through Senegal and The Gambia to Spain. Although at least four sex tourists were prosecuted for pedophilia during the year, the special commissariat set up by the Interior Ministry in 2005 to fight sex tourism has taken no definitive actions.

Protection

The Senegalese government demonstrated sustained efforts to provide care for trafficking victims during the year. The government's Ginddi Center for at-risk-children, including trafficking victims, received 373 children during the year, but failed to provide specific data on the number of trafficking victims aided. The Center's child protection hotline received 21,533 calls during the year, and the government provided training to Center personnel to help them address the needs of trafficking victims and street children. In October 2006, a Presidential Council on Street Children recommended the creation of a partnership between the government, NGOs, religious leaders, and donors to provide care for street children, many of whom may be escaped trafficking victims or vulnerable to being trafficked. The government does not encourage all victims to assist in trafficking investigations or prosecutions, though officials encourage boys trafficked by religious teachers to help identify and prosecute their teachers. The government does not provide trafficking-specific legal alternatives to the removal of victims to countries where they face hardship or retribution. Victims may file refugee asylum claims for temporary or permanent residency. Although the anti-trafficking law prohibits victims from being penalized for acts related to being trafficked, child victims of trafficking are arrested and prosecuted.

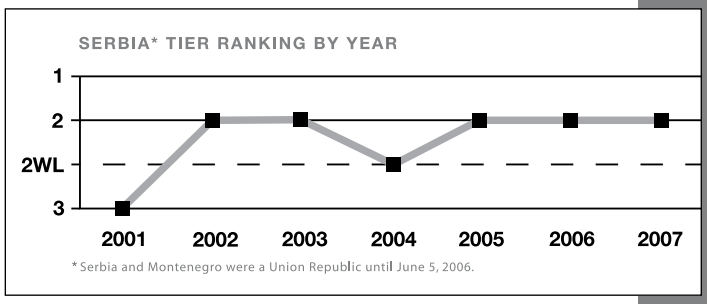
Prevention

The Government of Senegal made modest efforts to raise awareness about trafficking during the reporting period. The President and the World Bank co-hosted a Presidential Council on street children in October 2006, with the President proposing that every Senegalese family take responsibility for one street child. The President and the Minister of Family also discussed trafficking with religious officials. In December 2006, the Family Ministry organized donor-funded workshops and round-tables in Mbour, Kolda, and Fatick to raise awareness among government officials and the general population about the dangers of child labor.

SERBIA (Tier 2)

Serbia is a source, transit, and destination country for women and girls trafficked transnationally and internally for the purpose of commercial sexual exploitation. Foreign victims originated primarily from Macedonia, Ukraine, Moldova, Bosnia and Herzegovina, Bulgaria, and Albania and some transited Serbia en route to Western Europe. Internal sex trafficking of Serbian women and girls increased over the past year with traffickers increasingly utilizing Internet chat rooms and SMS (short messaging service) to recruit young people. In some cases children were trafficked into forced labor or forced street begging.

The Government of Serbia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government passed a comprehensive national strategy, augmented prevention efforts, and continued training efforts at the national and local levels. The government should aggressively prosecute cases and ensure that traffickers receive jail sentences consistent with the heinous nature of the offense.



Prosecution

The Government of Serbia demonstrated continued efforts to actively investigate trafficking cases in the last year, though punishment for trafficking crimes remained weak. The criminal code for Serbia, which went into effect in January 2006, criminally prohibits sex and labor trafficking in article 388. Penalties for commercial sexual exploitation are commensurate with those for rape. The law prescribes penalties for trafficking that are sufficiently stringent; however, traffickers may receive imposed sentences that are light or suspended. Even after the Supreme Court confirms a verdict, inefficient administrative procedures cause delay, and it is not uncommon for convicted traffickers to remain free and able to continue trafficking for years. Of the three high-profile prosecutions from previous years, one trafficker originally sentenced in March 2004 still has not begun serving his sentence. In 2006, the government filed 37 criminal cases against 84 people for trafficking in persons, up from 34 individuals indicted last year. Eleven people were convicted for trafficking in persons; sentences ranged from three to eight years' imprisonment. The organized crime police force includes a full-time trafficking unit and the border police force has a full-time office to combat trafficking and smuggling. There were no reports of trafficking-related corruption; however, authorities did not respond to requests for information on alleged local police complicity in previous years in a prostitution ring in Novi Pazar.

Protection

The government demonstrated increased efforts to provide protection to victims and improved coordination with NGOs and international organizations over the past year. The government encouraged victims to assist in the prosecution of traffickers. Serbia allows victims to file civil suits against traffickers for compensation. Victims pursuing criminal or civil suits are entitled to temporary residence permits and may obtain employment or leave the country pending trial proceedings; however there are no other legal alternatives to removal to countries where they face hardship or retribution. Victims are not detained, jailed, prosecuted, or deported for violations of other laws. However, in one case in 2006, law enforcement returned a child victim to the family that originally trafficked her to a pedophile. The government relied on NGOs to provide services to victims of trafficking, including counseling, legal assistance, and reintegration programs. In 2006, 33 trafficking victims were accommodated in the two shelters, 16 victims received assistance in transition housing, and reintegration services were provided to 44 women.

Prevention

The Government of Serbia demonstrated increased public awareness and prevention activities in 2006. The government aired four anti-trafficking public service announcements on national television throughout the soccer championship finals last year. The government earmarked approximately $100,000 for a 13-episode television series entitled "Modern Slavery," devoted to generating awareness on trafficking. The government's anti-trafficking team, under the leadership of the National Coordinator promoted interagency collaborations with four working groups.

KOSOVO

Kosovo, while technically a part of Serbia, continued to be administered under the authority of the United Nations Interim Administrative Mission in Kosovo (UNMIK), in accordance with UN Security Council Resolution 1244 (1999). Since June 1999, UNMIK has provided transitional administration for Kosovo, and retains ultimate authority over anti-trafficking roles such as police and justice, but is slowly transferring capacity to local institutions. UNMIK is aware of the trafficking problem in Kosovo and continued to conduct anti-trafficking efforts with the OSCE, the Provisional Institutions of Self-Government (PISG), and local and international NGOs. Responsibility for social support to victims of trafficking is shared by UNMIK, PISG, and international organizations.

Kosovo is a source, transit, and destination location for women and children trafficked transnationally and internally for the purpose of commercial sexual exploitation. Foreign victims originated primarily from Moldova, Romania, Ukraine, Bulgaria, Albania, Russia, Montenegro, Slovakia, and Nigeria. Some victims transit Kosovo en route to Macedonia, Italy, and Albania. There was a significant increase in the number of Kosovars trafficked internally over the past year, and victims also came from other areas of Serbia. Traffickers shifted the commercial sex trade into private homes and escort services to avoid detection, a result of UNMIK's Trafficking in Human Beings Unit (THBS), and Kosovo Police increased checks on bars and restaurants.

Prosecution

In 2006 the PISG took on greater responsibility for anti-trafficking, with the police anti-trafficking unit transitioning from UNMIK Civilian Police to the Kosovo Police Service (KPS). Kosovo criminally prohibits sex and labor trafficking in the Provisional Criminal Code of Kosovo, which came into effect in 2004. Penalties for commercial sexual exploitation are commensurate with those for rape. The law prescribes penalties sufficiently stringent; however, traffickers may receive imposed sentences that are light. The KPS reported that 99 anti-trafficking operations were undertaken in 2006, 24 of which were undercover operations. The KPS arrested 28 people on trafficking charges, a slight decrease from 33 arrested last year, and identified 50 victims. Since the KPS gained full competency for counter-trafficking activities from UNMIK Police, the number of bar inspections increased dramatically and there was an increase in the number of bars closed. Over the past year, the KPS closed 14 premises suspected of being used to exploit victims of trafficking. The judiciary worked on 42 trafficking cases, 27 of which were resolved from previous years. During 2006, 14 cases were completed, resulting in 18 convictions. Fifteen convicts received prison terms ranging from four months to nine years and three convicts received suspended sentences. Although there were reports of official involvement in trafficking, there were no reported prosecutions or convictions of public officials complicit in trafficking.

Protection

There continues to be close cooperation on assisting victims of trafficking among PISG officials, NGOs, and international organizations in Kosovo. UNMIK regulations protect victims from being charged with prostitution or illegal activities committed as a result of being trafficked, although IOM reported that some victims were jailed or deported depending on which part of the penal code was used. Kosovo encourages victims to testify in trafficking investigations, but does not pressure them. Victims may file civil suits or seek legal action against their traffickers. Victims of trafficking do have a legal alternative to removal to countries where they face hardship or retribution through provision of refugee status and approval of residency permits, if

appropriate. Victim advocates assist all trafficking victims with legal advice and support. All victims are provided shelter and access to legal, medical and psychological services. The PISG provides 24-hour protection to victims and allows anonymous testimony in cases where the victim's safety is at risk. In 2006, the Victims' Advocacy and Assistance Unit moved from the UNMIK Department of Justice to the new Ministry of Justice. The Ministry of Justice's Victims' Advocacy assisted 35 victims of trafficking in 2006 and IOM assisted 538 trafficking victims, of whom 51% were Moldovans. Funding for shelters remained inadequate. The Ministry of Labor and Social Welfare provided some funding for a shelter for internal trafficking victims. The largest shelter for foreign trafficking victims received no government funding and relied on foreign donors; it closed due to insufficient funds.

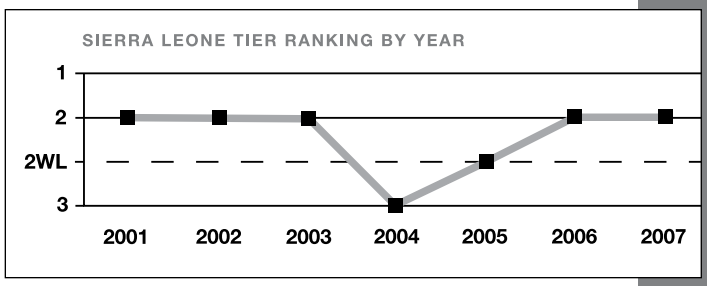
Prevention

Most anti-trafficking campaigns are run by international organizations and NGOs with the PISG's support. IOM and the Ministry of Justice sponsor anti-trafficking hotlines. The Ministry of Education, Science and Technology circulated informational brochures in primary and secondary schools and introduced counter-trafficking information in school curricula. Kosovo named a national anti-trafficking coordinator and adopted a Kosovo Action Plan.

SIERRA LEONE (Tier 2)

Sierra Leone is a source and transit country, and may be a destination country, for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Within the country, women and children are trafficked from rural provinces to towns and mining areas for domestic servitude, sexual exploitation as well as forced labor in diamond mines, petty trading, petty crime and begging. Women and children may also be trafficked for forced labor in agriculture and the fishing industry. Transnationally, Sierra Leonean women and children are trafficked to other West African countries, notably Guinea, Cote d'Ivoire, Liberia, Nigeria, Guinea-Bissau, and The Gambia, for the same purposes listed above and to North Africa, the Middle East, and Western Europe for domestic servitude and sexual exploitation. Women and children may also be trafficked from Liberia and Guinea for forced labor in mines and sexual exploitation.

The Government of Sierra Leone does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To strengthen its response to trafficking, Sierra Leone should: continue to increase law enforcement efforts against traffickers; improve its data collection



on the number of traffickers and victims identified; train government officials about trafficking, including officials at Sierra Leonean embassies and consulates in destination countries; and implement its 2007 national action plan to combat trafficking.

Prosecution

The Government of Sierra Leone demonstrated increased law enforcement efforts over the reporting period. Sierra Leone prohibits all forms of trafficking through its 2005 Anti-Trafficking in Persons Act, which prescribes a maximum punishment of 10 years' imprisonment. This punishment is sufficiently stringent and commensurate with penalties for rape. Between January 2006 and February 2007, the government reported 12 trafficking investigations and seven prosecutions. During the reporting period, Sierra Leone convicted its first trafficker under its 2005 law, imposing penalty of five years' imprisonment. The government has provided venues for NGO-sponsored law enforcement training on the 2005 law against trafficking. However, there is limited coordination between police and ministries responsible for combating trafficking. In 2006, the Sierra Leone Police Family Support Unit (FSU), which is responsible for combating trafficking, added fields for all forms of trafficking to its crime database, although data collected to date are not uniformly reliable.

Protection

The Government of Sierra Leone took limited steps to protect victims over the past year. Although the government does not operate shelters for trafficking victims, police identified and referred an unknown number of victims to the Ministry of Social Welfare (MOSW) for further referral to NGOs for care. The MOSW, in coordination with NGOs, has conducted training for social workers to provide trafficking victim assistance in FSU offices nationwide. The government has collaborated with UNICEF and NGOs to create a protection network for street children, many of whom are vulnerable to being trafficked or may be escaped trafficking victims. Sierra Leone does not train employees in its embassies and consulates in destination countries to provide care to victims or establish relationships with anti-trafficking NGOs in those countries. The government does not encourage victims, many of whom are children, to participate in trafficking

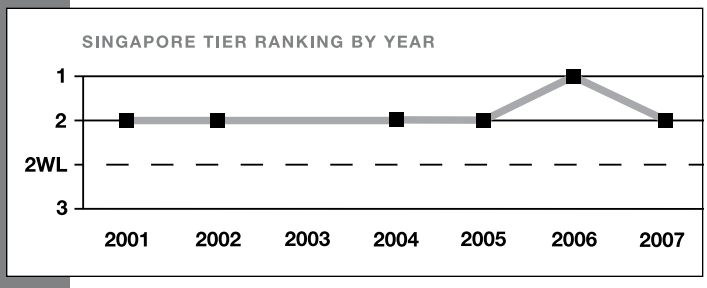
investigations or prosecutions, focusing instead on returning child victims to home communities. The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution, although all trafficking victims rescued to date have been Sierra Leonean nationals. The government does not penalize victims for crimes committed as a direct result of being trafficked.

Prevention

The Government of Sierra Leone made increased efforts to prevent trafficking. Chaired by the Ministry of Justice and the MOSW, the National Anti-Trafficking Task Force, established in 2004, met regularly during the year. In November 2006, this body completed a one-year 2007 National Action Plan to Combat Trafficking, which was formally approved by the Inter-Ministerial Committee to Combat Trafficking. This plan mandates the creation of a government-financed anti-trafficking secretariat. In September 2006, the government contributed personnel, a venue and utilities for the launch of the project "Raising Awareness of Trafficking in Persons to Reduce its Prevalence." Sierra Leone has not ratified the 2000 UN TIP Protocol.

SINGAPORE (Tier 2)

Singapore is a destination country for women and girls trafficked for the purpose of commercial sexual exploitation. A small number of foreign domestic workers in Singapore face seriously abusive labor conditions that amount to involuntary servitude. Some women from Thailand, the Philippines, the People's Republic of China (P.R.C.), and Indonesia who travel to Singapore voluntarily for prostitution or other work are deceived or coerced into sexual servitude. Some Singaporean men travel to countries in the region for child sex tourism.



The Government of Singapore does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Singapore demonstrated a clear commitment to combating trafficking, particularly in the area of law enforcement and in instituting new measures to address abuses of foreign domestic workers. With the exceptions noted below, its laws address all forms of trafficking. The Parliament should approve proposed amendments to the Penal Code that would criminalize prostitution involving a minor under the age of 18, extend extra-territorial jurisdiction over Singaporean citizens and permanent residents who purchase or solicit sexual services from minors overseas, and make organizing or promoting child sex tours a criminal offense.

Prosecution

The Government of Singapore continued its law enforcement efforts to combat trafficking in persons in 2006. Singapore does not have a specific anti-trafficking law, but its Penal Code criminalizes most forms of trafficking. The government does not criminalize the use of 16- and 17-year-old children in prostitution, but the proposed Penal Code amendments will eliminate this statutory gap. Labor trafficking is prohibited through multiple sections of the Penal Code, the Employment Agency Rules, and the Employment of Foreign Workers Act. Penalties prescribed for sex trafficking, including imprisonment, fines, and caning, are sufficiently stringent, though less than the statutory maximum for rape. In the first nine months of 2006, 23 employers were prosecuted and convicted for abusing their foreign domestic workers. In one case, an employer was sentenced to nine months in jail for scalding her maid and hitting her with a clothes hanger. In February 2007, an employer was sentenced to 21 months' imprisonment for physically abusing her domestic servant. The Ministry of Manpower (MOM) investigates complaints by foreign workers about pay or working conditions, and first attempts to resolve problems through mediation and then enforcement action. In August 2006, a father and son were fined SGD 20,000 each after they pled guilty to failing to pay the salaries of workers at their now bankrupt construction firm. The government maintains effective border and immigration controls and there is no evidence that government officials are complicit in trafficking.

Protection

The Singaporean government demonstrated modest efforts to provide assistance and protection to trafficking victims. The Ministry of Community Development, Youth, and Sports (MCYS) funded the provision of shelter at local NGO facilities, and provided counseling, health care, physical security, and skills development programs for abused foreign domestic workers and victims of sexual exploitation. The government encourages victims of trafficking to participate in the investigation of traffickers, and provides foreign victims of serious crimes with temporary immigration status that allows them to stay until the need for testimony is over. Singapore does not otherwise provide a legal alternative to removal for victims who may face hardship or retribution in source countries. Victims are generally not jailed or prosecuted. The MOM has granted some victims of trafficking the right to

seek employment and work permits. Singaporean authorities refer victims of trafficking to shelters run by NGOs or foreign embassies. The MCYS in 2006 encouraged one organization to submit a proposal to establish a shelter and agreed that the government would provide the facility. The MOM runs a hotline for domestic workers.

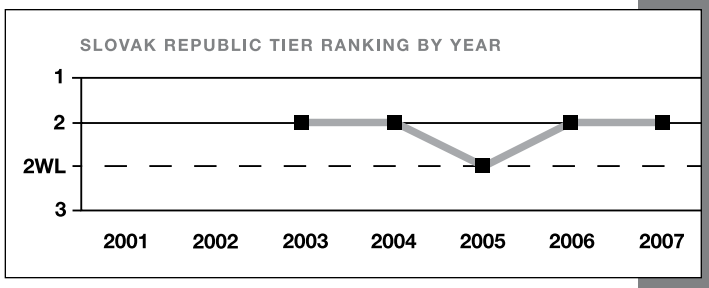
Prevention

The Singaporean government increased efforts to raise awareness among foreign workers and employers in 2006. The MOM continued and expanded its information campaign that targets foreign workers, including domestics, to inform them of their rights and the resources available to them. The MOM prints information on employees' rights and police hotline numbers for domestic workers on prepaid phone cards and in October 2006 started a newsletter that is mailed directly to foreign domestic workers that includes information on rights and responsibilities. The MOM also distributes an information booklet to employers of foreign domestic workers that explains their rights and criminal penalties that may be and have been applied against employers who abuse their domestic servants. In November 2006, MOM launched a program of randomly interviewing foreign domestic workers working in Singapore for the first time. The interviews enable MOM to determine how well they have adjusted to their working conditions and to reinforce workers' knowledge of their rights, responsibilities, and work place safety. Singapore has not ratified the 2000 UN TIP Protocol.

SLOVAK REPUBLIC (Tier 2)

The Slovak Republic is a source country for women and girls trafficked to Germany, Austria, the Czech Republic, and Slovenia for the purpose of commercial sexual exploitation. It is also a transit country for women from Moldova, Ukraine, Bulgaria, the Balkans, the Baltics, and People's Republic of China trafficked to the Czech Republic, Germany, Switzerland, France, Italy, Austria, the Netherlands, the United Kingdom, Spain, Croatia, and Slovenia for sexual exploitation. Roma women and girls within Slovakia continue to be highly vulnerable to trafficking.

The Government of the Slovak Republic does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Although some efforts to implement Slovakia's National Action Plan were stalled in 2006 with the temporary vacancy and reorganization of the National Anti-Trafficking Coordinator's position, Slovakia demonstrated important progress. In December 2006, the Slovak parliament passed a law allowing for a renewable 40-day stay for foreign victims. The government also signed cooperation agreements with three NGOs for a one-year pilot project to identify and



provide shelter to victims. The government should ensure that police, customs officials, prosecutors, and social workers at refugee camps and asylum centers receive trafficking-specific training. The government should also collaborate with NGOs in identifying victims among persons in police detention centers and immigration facilities.

Prosecution

The Government of the Slovak Republic demonstrated progress in its law enforcement efforts during the reporting period. The Slovak Republic prohibits all forms of trafficking through Sections 179-181 of its criminal code, which prescribes penalties ranging from four to 25 years' imprisonment. These penalties are sufficiently stringent and are commensurate with those prescribed for other grave crimes, such as rape. Police conducted 20 trafficking investigations in 2006. The government prosecuted 32 trafficking cases, compared to 30 cases in 2005. Convictions were obtained against 18 traffickers in 2006, a significant increase from four convictions in 2005. Most convicted traffickers were given sentences ranging from three to five years' imprisonment. However, two traffickers received suspended sentences and one trafficker was sentenced to 18 months' imprisonment. There were no reported cases of government officials involved in trafficking. During the reporting period, police worked with NGOs to receive training on victim identification and assistance.

Protection

The government demonstrated modest progress in its victim protection efforts during the reporting period. The government provided money to several NGOs for victim services and it assisted NGOs and IOM to locate temporary shelter and provide health services for approximately 10 victims it identified. Approximately 50 additional victims were assisted by NGOs and IOM. Police provided information to potential victims about NGO-provided services and the police anti-trafficking unit implemented procedures to identify and refer victims to protection services. However, some authorities lack the training to identify victims and expect victims to identify themselves. Victims are encouraged to participate in investigations and prosecutions. There were reports that unidentified victims were penalized or deported; NGOs were rarely given access to identify potential victims among detained women held in police or immigration detention centers.

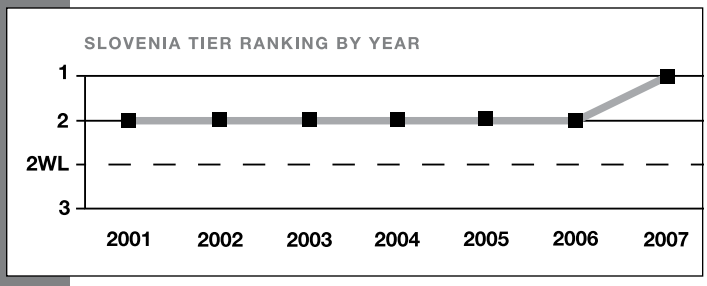
Prevention

The Slovak Republic continued efforts to prevent trafficking during the reporting period. IOM provided sensitivity training for police officers. The Border and Alien Police monitored the border for evidence of trafficking. The government tripled the shelter capacity for unaccompanied minors who enter Slovakia illegally; such measures may help to prevent these vulnerable minors from being targeted by traffickers. The government continued to operate a phone line and website where inquirers can verify the legitimacy of Slovak employment recruiting agencies.

SLOVENIA (Tier 1)

Slovenia is primarily a transit and, to a lesser extent, a source and destination country for men and women from Ukraine, Slovakia, Romania, Moldova, Bulgaria, Colombia, the Dominican Republic, Turkey, Albania, and Montenegro trafficked for purpose of commercial sexual exploitation. Girls were trafficked to Slovenia from Bosnia and Herzegovina and Serbia for the purpose of sexual exploitation.

The Government of Slovenia fully complies with the minimum standards for the elimination of trafficking. The government demonstrated a significant increase in law enforcement and victim assistance efforts during the reporting period. Slovenia successfully prosecuted, convicted, and sentenced traffickers for the first time since 2002. Slovenia also provided more than $50,000 in funding for victim assistance and took steps to guarantee consistent funding for designated NGO-run trafficking shelters. The government should continue to vigorously investigate, prosecute, convict, and sentence traffickers; take steps to ensure prosecutors and judges receive trafficking awareness training; ensure that a majority of convicted traffickers serve some time in prison; and consider conducting a domestic demand reduction campaign for commercial sex acts.



Prosecution

The government significantly increased its law enforcement efforts in 2006. The government prohibits all forms of trafficking in persons through Article 387(a) of its criminal code, which prescribes penalties ranging from six months to ten years' imprisonment. These penalties are sufficiently stringent and commensurate with those prescribed for other grave crimes. Authorities conducted three investigations in 2006, compared to seven in 2005. Authorities conducted six prosecutions in 2006, up from two in 2005. Seven traffickers were convicted in 2006. Four were given sentences ranging from 18 months to five years' imprisonment and three served no time in prison. More than 800 police officers received training from a government-funded anti-trafficking NGO in 2006. Slovenia actively worked and shared data with other governments on trafficking investigations through EUROPOL and Interpol.

Protection

The Government of Slovenia increased its victim assistance and protection efforts during the reporting period. The government provided adequate funding for several anti-trafficking NGOs to provide shelter and rehabilitation programs for victims. In 2006, these NGOs assisted 43 victims or potential victims. The government continued to implement its formalized victim referral mechanism in cooperation with NGOs, referring 21 victims to NGOs in 2006. After identification, victims were granted a 90-day reflection period. Victims were encouraged to participate in trafficking investigations and prosecutions; victims who participate are eligible to stay in Slovenia for the duration of the trial. Victims were not punished for unlawful acts committed as a direct result of being trafficked.

Prevention

The Government of Slovenia continued its prevention efforts during the reporting period. It funded an NGO to provide trafficking awareness classes for students in elementary and secondary schools, reaching 545 students and parents in 2006. Slovenia continued to monitor its borders for evidence of trafficking. The government's inter-departmental working group published and disseminated a report detailing the government's anti-trafficking efforts. Slovenian troops assigned to peacekeeping missions in Kosovo continued to receive trafficking awareness training.

SOUTH AFRICA (Tier 2 Watch List)

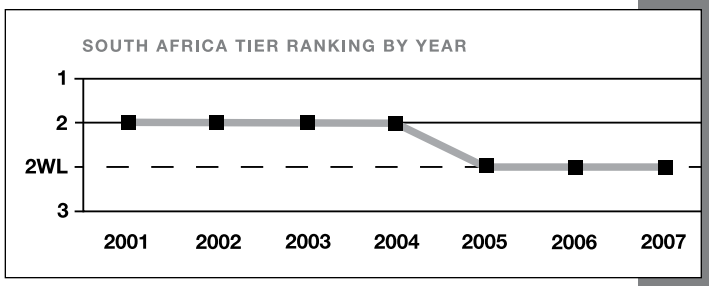
South Africa is a source, transit, and destination country for trafficked men, women, and children. South African girls are trafficked internally for the purposes of commercial sexual exploitation and domestic servitude. Women and girls from other African countries are trafficked to South Africa and, occasionally, onward to Europe for sexual exploitation. Thai, Chinese, and Eastern European women are trafficked to South Africa for debt-bonded commercial sexual exploitation. Mozambican and Malawian boys and young men are trafficked to

South Africa for agricultural labor. Small numbers of Swazi girls are trafficked to South Africa's Mpumalanga Province for domestic servitude. Organized criminal groups and local gangs facilitate trafficking into and within South Africa, particularly for the purpose of commercial sexual exploitation.

The Government of South Africa does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. South Africa is placed on Tier 2 Watch List for a third consecutive year for its failure to show increasing efforts to address trafficking over the last year. The government did not provide comprehensive data on trafficking crimes investigated or prosecuted or on resulting convictions or sentences during the year. To enhance its ability to combat trafficking, the government should fully implement the provisions of the Children's Bill against child trafficking and raise awareness among all levels of relevant government officials as to their responsibilities under these provisions; develop national procedures for victim protection, including the screening of undocumented immigrants for signs of victimization before deportation; and ensure that the Human Trafficking Inter-Sectoral Task Team is granted the proper authority to carry out fully its coordination role. The government should also regularly compile national statistics on the number of trafficking cases prosecuted and victims assisted, as it does for other crimes.

Prosecution

The government's anti-trafficking law enforcement efforts were increasingly visible during the year. South Africa does not have laws that prohibit trafficking in persons, though a variety of other criminal statutes are currently used to prosecute trafficking crimes. The lack of specific anti-trafficking statutes and explicit penalties for trafficking crimes continued to hamper South African law enforcement efforts, as many working level police, labor, and social welfare officials possessed little understanding of the crime or did not view it as part of their responsibilities. However, relevant bills continued to progress through the legislative process during the reporting period. In June 2006, President Mbeki signed the Children's Act, which specifically criminalizes child trafficking; this law cannot be enforced until the Department of Social Development releases the necessary implementing regulations. To raise awareness and elicit further feedback on its draft comprehensive anti-trafficking bill, the South African Law Reform Commission conducted six well-attended public workshops throughout the country for investigators, prosecutors, and civic organizations. In November 2006, the Sexual Offenses Bill, which prohibits the trafficking of women for sexual exploitation, was debated and released from parliamentary committee to the National Assembly for consideration. In August 2006, the National Prosecuting



Authority (NPA) sponsored a two-day seminar on prosecuting human trafficking cases in the South African context for provincial prosecutors, as well as chief prosecutors from other African countries. Based on an agreement produced by the seminar, the government formed a Rapid Response Team to identify priority cases for prosecution, though no priority cases have yet been identified.

A number of significant trafficking cases were investigated and prosecuted during the year. A woman convicted in early 2006 of forcing young girls into prostitution was sentenced in June to five years in prison. A prosecution is underway against the head of a large criminal organization alleged to have recruited women and girls under the guise of employment and subsequently forced them into prostitution using threats, physical violence, and forced drug usage. In December, members of the South African Police Service's (SAPS) Organized Crime Unit raided and successfully withdrew 26 Thai women in prostitution from a Durban night club and arrested their three suspected traffickers. Four women agreed to assist with the prosecution of the club's owners and were placed in witness protection. The remaining women repeatedly denied being trafficked; their prosecution on prostitution and illegal immigration charges is underway, after which they face deportation. At the request of an airport immigration officer, police arrested two Congolese men after a 12-year old girl was unable to explain why she was traveling with them. The case of a South African man who promised a Swazi woman a job in his clothing shop but instead allegedly used her as a sex slave was thrown out of court for lack of evidence. In February 2007, police arrested and charged two men with statutory rape for allegedly running brothels in Soweto and luring at least 10 girls as young as 10 years of age into prostitution.

Thirty-one members of the SAPS Organized Crime Unit in Gauteng Province received IOM training on the role of organized criminal groups in the trafficking of women and children. Some local law enforcement officials are believed to be connected with organized criminal elements that engage in human trafficking as a side business. Investigation into at least one suspected case proved difficult during the year as witnesses refused to reveal the names of corrupt officials.

Protection

Government protection for trafficking victims during the reporting period remained inadequate and no department dedicated financial or staff resources specifically for trafficking victims. While the government operated facilities that provide an array of social services to its citizens, including 10 "Thuthuzela" reception centers that offer medical and psychological care to victims of sexual violence, it remains unclear whether trafficking victims utilized any of these services in 2006. However, police referred an unknown number of trafficking victims to local NGO-run shelters during the reporting period; the government provided financing to some of these facilities to assist in the care of victims. Police requested IOM's participation in joint interviews of suspected foreign victims and referred a number of victims to the organization for short-term care and repatriation. The government actively encouraged victims' assistance in the investigation and prosecution of their traffickers; at least six trafficking victims were placed in South Africa's witness protection program during the year to enable their involvement. In December, however, photographs of four Thai women in witness protection appeared in a Durban newspaper, increasing threats against their lives and families in Thailand. One group of suspected foreign victims was detained in a jail cell with their alleged traffickers, seriously compromising their ability to assist in a prosecution. There are no legal alternatives to the removal of foreign trafficking victims to countries where they face hardship or retribution. While local law enforcement's ability to question migrants improved, the lack of national coordination and procedures for victim protection continued to lead to deportation of most foreign victims before they were able to give evidence in court. In addition, immigration officials did not attempt to identify trafficking victims among undocumented foreigners, notably Mozambicans, before deporting them.

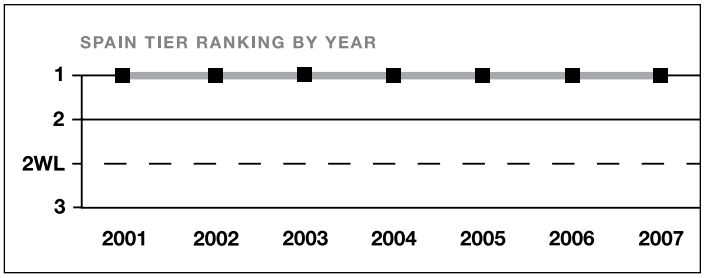
Prevention

While awareness of human trafficking has increased substantially within the country over the past year, government efforts in promoting awareness were minimal. The Sexual Offenses and Community Affairs Unit within the NPA remained responsible for coordination of the Human Trafficking Inter-Sectoral Task Team. This team's ability to function remained hampered by the lack of a specific mandate from the Department of Justice and poor coordination with other departments; it produced no substantial efforts during the year. Also due to the lack of a mandate, the preliminary National Plan of Action adopted in March 2006 was not implemented. In August, the Women's Parliament conducted a two-day meeting focusing on human trafficking.

SPAIN (Tier 1)

Spain is a transit and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. While most victims are women between the ages of 18 and 24 trafficked for sexual exploitation, females as young as 16 are also trafficked to Spain for the same purpose and men are trafficked for forced labor, usually in agriculture. Primary source countries for victims trafficked to Spain are Romania, Russia, Brazil, Colombia and Nigeria, though victims are trafficked from other areas of Latin America and Eastern Europe as well as from Sierra Leone. In smaller numbers, Chinese women are trafficked to Spain for sexual exploitation and Chinese men for labor exploitation.

The Government of Spain fully complies with the minimum standards for the elimination of trafficking. Spain aggressively investigated, arrested, and prosecuted trafficking crimes, closely monitoring these efforts through effective crime data collection. Spain's anti-trafficking legislation includes victim protection mechanisms, which are implemented largely through government cooperation with NGOs. To strengthen its response to trafficking, Spain should finalize its national action plan to combat trafficking and continue and expand its demand reduction efforts.



Prosecution

The Government of Spain demonstrated strong efforts to combat trafficking through law enforcement in the last year. Spain prohibits all forms of trafficking in persons though Article 318 of its Criminal and Penal Code, which was passed in 1995 and amended in 2003 to increase the sentence for sex trafficking to 5 to 15 years' imprisonment and the penalty for labor trafficking to 4 to 12 years in prison, both sufficiently stringent penalties. The penalty prescribed for sex trafficking is commensurate with the nation's 15-year maximum sentence for rape. In December 2006, the Council of Ministers approved increasing sentences for trafficking by two to six years in prison if the perpetrator belongs to a criminal organization. During the reporting period, Spanish police dismantled 177 sex trafficking networks and 63 labor trafficking rings. Police arrested 862 individuals for sex trafficking and 177 for labor trafficking. In 2006, police launched 272

investigations, prosecuted 113 trafficking cases and convicted 178 traffickers with an average prison sentence of 5.1 years. Approximately 75 percent of these sentences were greater than four years.

Protection

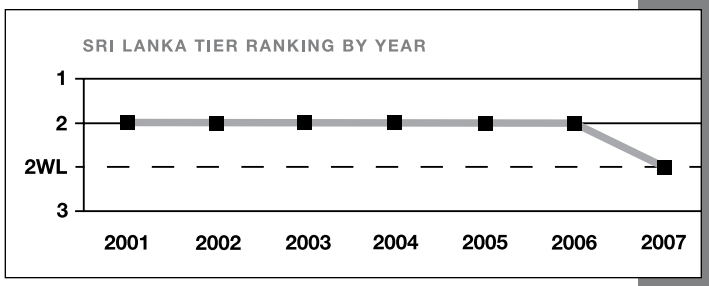
The government sustained impressive efforts to provide care for trafficking victims during the year. Spanish police continued to refer rescued victims to NGOs providing temporary shelter and rehabilitation services. In 2006, Spain increased funding by approximately five percent to anti-trafficking NGOs providing care to victims, providing one NGO with 177,432 euros. Victims receive medical assistance, including emergency care, through the national health care system. The police identified 1,832 sex trafficking victims and 456 labor trafficking victims in 2006. The government encourages victims to assist in trafficking investigations and prosecutions by providing work and residence permits to victims choosing to assist, giving them the option of either permanent residence status or funding to return to their own countries after the prosecution. Victims are not inappropriately incarcerated, fined or penalized for unlawful acts committed as a direct result of being trafficked.

Prevention

Spain sustained strong efforts to raise awareness about trafficking. During the reporting period, Spain's inter-agency trafficking working group began drafting a National Integral Plan Against Trafficking in Persons expected to be finalized in 2007. A Congressional report on prostitution released in February 2007 called for strengthening the fight against sex trafficking networks and increasing assistance to victims, and will be included in the finalized plan. The Madrid city government focused efforts in the past year to reduce demand for prostitution — and by extension, trafficking — by targeting potential male clients with posters reading "Because you pay, prostitution exists."

SRI LANKA (Tier 2 Watch List)

Sri Lanka is a source and destination country for men and women trafficked for the purposes of commercial sexual exploitation and involuntary servitude. Sri Lankan men and women migrate legally to the Middle East, Singapore, Hong Kong, Malaysia, and South Korea to work as construction workers, domestic servants, or garment factory workers. However, some have found themselves in situations of involuntary servitude when faced with restrictions on movement, threats, physical or sexual abuse, and debt bondage that is, in some instances, facilitated by large pre-departure fees imposed by recruitment agents. In one instance, Sri Lankan men were trafficked into involuntary servitude in Iraq. Children are trafficked internally



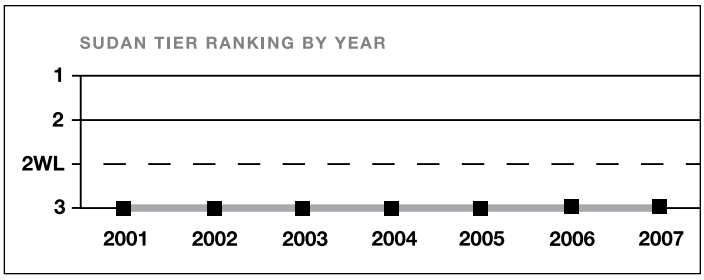
for commercial sexual exploitation, as well as for forced labor. The U.S. government-designated Foreign Terrorist Organization, Liberation Tigers of Tamil Eelam (LTTE), recruited child soldiers in areas outside of the Sri Lankan government's control. The December 20, 2006 Report of the Secretary-General on Children and Armed Conflict in Sri Lanka to the United Nations Security Council noted allegations that government security forces were complicit in letting a paramilitary organization recruit child soldiers. Reports also indicate that women from Thailand, the People's Republic of China, and Russia and other countries of the Newly Independent States are trafficked into Sri Lanka for commercial sexual exploitation.

The Government of Sri Lanka does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Sri Lanka is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to address trafficking over the previous year, especially in its efforts to punish trafficking for involuntary servitude. Though the government began prosecuting two suspects under its April 2006 anti-trafficking statute, it did not convict anyone for trafficking crimes. Moreover, Sri Lanka did not demonstrate adequate efforts to monitor and take law enforcement action against labor recruiters believed to use deception to entice workers into involuntary servitude. Sri Lanka should significantly improve its record of prosecutions and convictions of sex and labor trafficking crimes, and should institute a formal procedure to identify victims of trafficking among vulnerable groups, such as women arrested for prostitution, to ensure that they are not punished.

Prosecution

Sri Lanka made minimal progress on its law enforcement efforts this reporting period. The Sri Lankan government prohibits all forms of trafficking through an April 2006 amendment to its penal code. The government reported initiating two prosecutions under its anti-trafficking law for trafficking for forced prostitution. The government, however, did not undertake any investigations or prosecutions of labor recruiters using deceptive practices to facilitate the trafficking of Sri Lankans into commercial sexual exploitation and involuntary servitude abroad. The government did not undertake investigations of immigration officers who may have been complicit

in trafficking. There were no public officials arrested for facilitating trafficking, nor were there substantiated reports that any officials were involved trafficking. Sri Lanka should take steps to increase law enforcement efforts to punish trafficking offenses under the new law, including adequately investigating and criminally prosecuting labor recruitment agents who facilitate the trafficking of men and women abroad.



Protection

The Sri Lankan government's efforts to provide protection for trafficking victims improved slightly. While the government relies primarily on NGOs to provide victim protection services, it actively refers victims to these organizations. The police also encourage victims to assist in investigations against their traffickers, and allow foreign victims to obtain employment pending their testimony. For Sri Lankan victims trafficked overseas, the government provides funding to operate shelters in diplomatic missions. For Sri Lankan female victims of trafficking who return to Sri Lanka, only minimal aid is offered in terms of shelter, counseling, and medical care. Sri Lanka does not have a formal procedure to identify victims of trafficking from among vulnerable groups such as women arrested for prostitution; as a result, some victims of sex trafficking may have been jailed or fined for prostitution. The government should take steps to ensure that victims are not punished for acts committed as a direct result of being trafficked, and should improve services offered to repatriated Sri Lankan trafficking victims.

Prevention

Sri Lanka markedly improved its trafficking prevention efforts. The Tourist Board partnered with UNICEF to launch a National Action Plan Project to eradicate child sex tourism. The government broadcast the "zero tolerance" for child sex tourism policy through TV and radio ads, billboards, banners, car stickers, flyers, and in-flight magazines. Sri Lanka has not ratified the 2000 UN TIP Protocol.

SUDAN (Tier 3)

Sudan is a source country for men, women, and children trafficked internally for the purposes of forced labor and sexual exploitation. Sudan is also a transit and destination country for Ethiopian, and possibly Filipina, women trafficked for domestic servitude. Sudanese women and girls are trafficked internally for domestic servitude. The terrorist rebel organization, Lord's Resistance Army (LRA), continues to harbor small numbers of Sudanese and Ugandan children in the southern part of the country for use as cooks, porters, and combatants; some of these children are also trafficked across borders into Uganda or the Democratic Republic of the Congo. Sudanese children are unlawfully conscripted, at times through abduction, and utilized by armed rebel groups — including SLA, Janjaweed militia, the camel police, and Chadian opposition forces — in Sudan's ongoing conflict in Darfur; the Sudanese Armed Forces and associated militias also continue to unlawfully conscript and exploit young children in this region. Militia groups in Darfur, some of which are linked to the government, abduct women for short periods of forced labor and to perpetrate sexual violence. Forcible recruitment of adults and particularly children by virtually all armed groups involved in Sudan's concluded north-south civil war was commonplace; thousands of children still associated with these forces await demobilization and reintegration into their communities of origin. There were confirmed reports of unlawful child recruitment by the SPLA, the Sudanese Armed Forces, and the White Army between May and July 2006 in the states of Khartoum, Jonglei, and Bahr al-Ghazal; some of these children were used in armed conflict.

In addition to the exploitation of children by armed groups during the two decades-long north-south civil war, thousands of Dinka women and children were abducted and subsequently enslaved by members of the Missiriya and Rezeigat tribes during this time. An unknown number of children from the Nuba tribe were similarly abducted and enslaved. A portion of those who were abducted and enslaved remained with their abductors in South Darfur and West Kordofan and experienced varying types of treatment; others were sold or given to third parties, including in other regions of the country; and some ultimately escaped from their captors. While there have been no known new abductions of Dinka by members of Baggara tribes in the last two years, inter-tribal abductions, as are historically common among East African tribes, continue in southern Sudan and warrant further investigation.

The Government of National Unity (GNU) does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Combating trafficking in persons through prevention efforts, victim assistance, and law enforcement measures was not a priority for the government in 2006. To improve its anti-trafficking efforts, the government should take steps to provide protective services to all types of

trafficking victims found within the country; demobilize all child soldiers from its ranks, as well as those of aligned militias; and make a much stronger effort, through a comprehensive policy approach that involves all vested parties, to identify, retrieve, and reintegrate abductees.

Prosecution

The government's anti-trafficking law enforcement efforts were negligible; it did not investigate or prosecute any suspected trafficking cases during the reporting period. Sudan is a large country with porous borders and destitute hinterlands; the national government has little ability to establish authority or a law enforcement presence in many regions. Sudan's criminal code does not prohibit all forms of trafficking in persons, though its Articles 162 through 164 criminalize abduction, luring, and forced labor. The Interim National Constitution prohibits slavery and forced labor. No trafficker has ever been prosecuted under these articles. In 2006, the Government of Southern Sudan (GoSS) debated a comprehensive Children's Act that prohibits the sale or exchange of children, as well as the recruitment of child soldiers under the age of 18. Also in 2006, the National Assembly passed the Child Protection Act, which prohibits the recruitment or enlistment of soldiers under the age of 18; the act awaits approval by the Council of Ministers.

Protection

The government's efforts to protect victims of trafficking were minimal and focused only on the demobilization of child soldiers, excluding all other categories of trafficking victims. It also failed to address funding and capacity gaps in its own entities involved in combating trafficking. Over the past year, the GNU decreased its cooperation with humanitarian workers in the Darfur region on a broad spectrum of issues, including human trafficking. The Committee for the Eradication of Abduction of Women and Children (CEAWC), established in 1999 to facilitate the safe return of abducted women and children to their families, was not operational during the reporting period. Its most recent retrieval and transport missions took place in January-February 2006; since that time, neither the GNU nor the GoSS provided CEAWC with the necessary funding for the transport and reunification of previously identified abductees with their families. As a result, thousands of people continue to remain in prolonged situations of forced labor and sexual exploitation.

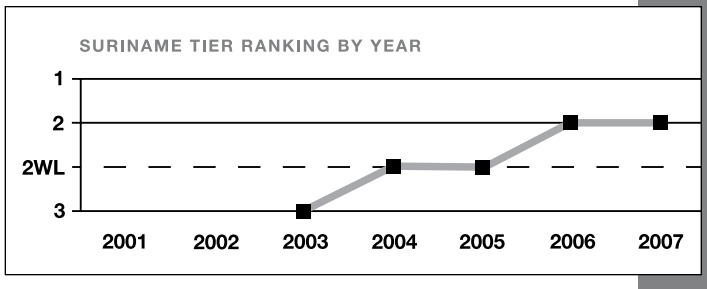
In May 2006, the GNU formally endorsed the interim national disarmament, demobilization and reintegration (DDR) program, nearly six months after the GoSS endorsed it. However, neither entity has passed required legislation formally establishing the National DDR Commission, or its Northern and Southern components — the Northern Sudan DDR Commission (NSDDRC), and the Southern Sudan DDR Commission (SSDDRC), respectively. The National DDR Commission met in December for the first time in 10 months. The Commissioner-General of the NSDDRC was formally appointed in December 2006; the commission posted representatives to all northern states soon after. According to the National Commission on Child Welfare, the NSDDRC demobilized 18 children serving in Northern Sudan, including Darfur, in 2006; this has yet to be confirmed by outside sources. In May, the President of Southern Sudan appointed the leadership of the SSDDRC; its membership, however, has not been constituted and it has not met. Because of delays in staff recruitment, there is no state-level representation. The SSDDRC, with the coordination of and assistance from UNICEF, demobilized 250 child soldiers, including girls, from the SPLA camp in Khorfulus in April; 211 child soldiers were demobilized in Julud in June, as well as some 242 child soldiers in Tonj in July. The SSDDRC continued to register child soldiers throughout the year and, at times, coordinated with the NSDDRC to trace and reunify them with their families.

Prevention

The government made no efforts to prevent future incidences of trafficking during the reporting period. Sudan has not ratified the 2000 UN TIP Protocol.

SURINAME (Tier 2)

Suriname is principally a transit and destination country for women and children trafficked transnationally for the purpose of commercial sexual exploitation; it is also a source country for underage Surinamese girls, and increasingly boys, trafficked internally for sexual exploitation. Foreign girls and women are trafficked from Brazil, the Dominican Republic, Guyana, and Colombia to Suriname for commercial sexual exploitation; some transit Suriname en route to Europe. Chinese nationals transiting Suriname risk debt bondage to migrant smugglers; men are exploited in forced labor and women in commercial sexual exploitation. Haitians migrating illegally through Suriname are also vulnerable to forced labor exploitation in the country.



The Government of Suriname does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government investigated and prosecuted some suspected traffickers, and worked on improving victim assistance. The government should intensify its efforts to identify, convict, and punish traffickers, including any public officials connected to such activity. It also should consider legislative revisions to better protect foreign trafficking victims, and provide greater victim services.

Prosecution
The Surinamese government demonstrated solid anti-trafficking law enforcement efforts over the last year. The Parliament of Suriname amended the country's Criminal Code in April 2006 to prohibit all forms of human trafficking, prescribing punishment of up to 20 years in prison. These punishments are sufficiently stringent and commensurate with those prescribed for other grave crimes. An interagency trafficking-in-persons working group leads government efforts to investigate and prosecute traffickers. The government convicted two brothel owners of trafficking women for commercial sexual exploitation, sentencing one to six months and another to 18 months in prison. Police arrested another individual for trafficking for commercial sexual exploitation; his trial is underway. An anti-trafficking police unit randomly checked brothels for mistreatment, and to ensure that women in these establishments were not subjected to conditions of involuntary servitude. The country also initiated discussions with governments in neighboring Guyana, French Guyana, and Brazil on modalities for repatriating trafficking victims. There were reports that Surinamese immigration and customs officials facilitated some trafficking into the country; authorities indicate that they are investigating these allegations.

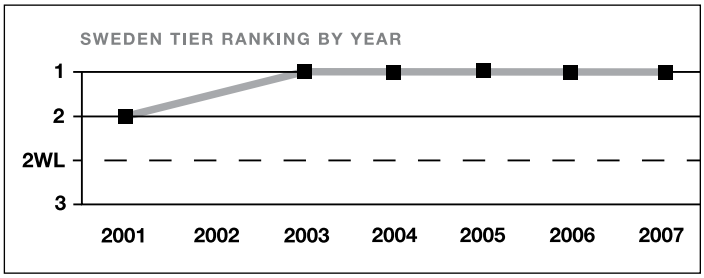
Protection
The government sustained modest but inadequate efforts to protect victims of trafficking. Due to a lack of resources, the government works closely with civil society to shelter and assist victims. Surinamese authorities encourage victims to assist in the investigation and prosecution of their traffickers. There were some reports of foreign victims being detained or deported by Surinamese authorities for immigration violations. Suriname does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution. However, the government's trafficking-in-persons working group is drafting legislation to provide trafficking victims with temporary residency status. It is also working with civil society on solutions for providing better victim assistance.

Prevention
High-level officials continued to condemn and draw attention to the problem of human trafficking in Suriname during the reporting period. The government's trafficking-in-persons working group initiated press events and education campaigns throughout 2006. Anti-trafficking posters and brochures were distributed. In early 2007, the working group launched a new awareness-raising campaign, and hosted informational meetings in the nation's border area with Guyana, where many victims are trafficked into the country. Suriname has not ratified the 2000 UN TIP Protocol.

SWEDEN (Tier 1)

Sweden is a destination and transit country for women from Nigeria, Estonia, Russia, Poland, Romania, Hungary, Serbia, Montenegro, Macedonia, Venezuela, and Thailand trafficked to Sweden or through Sweden to Norway, Denmark, Germany, Spain, and the United Kingdom for the purpose of commercial sexual exploitation. Sweden is a transit country for children trafficked from China to countries in Western Europe. In 2006, police noted a new trend of children from Romania and Poland trafficked to Sweden for purposes of forced begging and petty theft.

The Government of Sweden fully complies with the minimum standards for the elimination of trafficking in persons. The government continued to fund both awareness and victim assistance programs in source countries, spending approximately $2 million in 2006 in southeastern Europe. The government should continue its strong funding of law enforcement activities. Sweden should consider more training for judges and prosecutors on the application of the Anti-Trafficking Law to ensure a greater number of traffickers continue to be brought to justice.



Prosecution
Sweden demonstrated continued progress in its law enforcement efforts over the last year. Sweden's 2002 anti-trafficking law prohibits trafficking for both sexual exploitation and forced labor, although prosecutors continue to rely on a prostitution procurement law to prosecute and convict a number of sex traffickers. Sweden's anti-trafficking

law provides penalties of two to 10 years' imprisonment, which are commensurate with penalties for other grave crimes, such as rape. In 2006, police conducted 28 trafficking investigations, a decrease from 44 in 2005. Authorities prosecuted and convicted 21 traffickers using the anti-trafficking law and procurement statute, up from 15 prosecutions and convictions in 2005. All 21 traffickers were sentenced to time in prison, with no suspended sentences. Sentences imposed on traffickers ranged from 10 months to 5 years' imprisonment. In 2006, the government conducted its first-ever trafficking in persons training for judges.

Protection

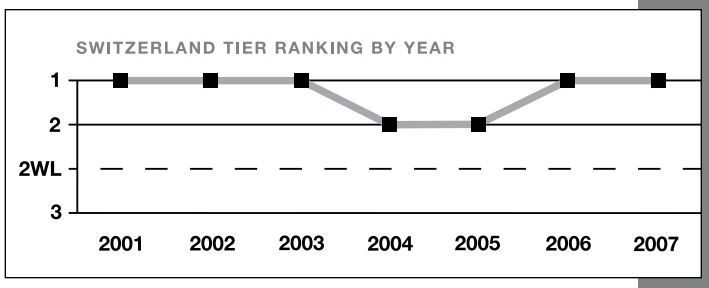
Sweden maintained its commitment to provide adequate victim assistance both domestically and in source countries during the reporting period. The government provides funding to NGOs in Sweden and abroad to provide support for victims. The Swedish International Development Agency (SIDA) funded the building of shelters and funded police trainings in Ukraine and Turkey. Sweden encourages victims to participate in trafficking investigations and prosecutions; victims who cooperate in criminal trafficking investigations may obtain residency permits that provide victims access to health care and social services. Victims who decline to participate in investigations are subject to deportation. Police report that use of these residency permits has slowed deportations, eased the plight of some victims, and aided investigations. In 2006, one victim — a Russian — was granted permanent residency as a result of her status as a victim of trafficking.

Prevention

The Government of Sweden continued to demonstrate strong trafficking prevention efforts. In 2006, the government partially funded an MTV awareness campaign in the Balkans focused on child trafficking and changing the attitudes of clients of the sex trade. SIDA funded awareness raising projects in the former Yugoslavia, Romania, Albania, and Bulgaria. The government also funded an awareness project in the northern territories of Sweden, Finland, Norway, and Russia focused on demand reduction for commercial sexual exploitation. Sweden adequately monitored immigration patterns for evidence of trafficking. The government publishes an annual report each spring, providing trafficking statistics and an assessment of government efforts to combat trafficking.

SWITZERLAND (Tier 1)

Switzerland is a destination and, to a lesser extent a transit country for women trafficked from Ukraine, Romania, Hungary, Poland, Bulgaria, the Czech Republic, Slovakia, Moldova, Brazil, the Dominican



Republic, Thailand, Cambodia, Nigeria, and Cameroon for the purpose of commercial sexual exploitation. Limited cases of trafficking for the purposes of domestic servitude and labor exploitation were also reported.

The Government of Switzerland fully complies with the minimum standards for the elimination of trafficking. In January 2007, the Swiss government amended its penal code to provide for extraterritorial jurisdiction to prosecute traffickers; Swiss authorities are now able to prosecute any Swiss citizen, or foreign national present in Switzerland, for trafficking offenses committed abroad, regardless of whether trafficking is a crime in that country. The government continued to work well with NGOs and provided adequate funding for victim assistance and public awareness campaigns, both domestically and in source countries. The government should increase the number of convicted traffickers who serve time in prison.

Prosecution

The Government of Switzerland continued to make progress in its law enforcement efforts during the reporting period. Switzerland prohibits both trafficking for sexual exploitation and trafficking for labor exploitation under the new Article 182 of the Swiss penal code. Penalties prescribed range up to 20 years' imprisonment and are sufficiently stringent and commensurate with penalties prescribed for other grave crimes, such as rape. During the reporting period, authorities conducted 39 investigations, up from 30 in 2005. At least 20 suspected traffickers were prosecuted, up from 16 in 2005. Convictions were obtained against 20 traffickers, compared to 22 convictions obtained in 2005. The majority of the convicted traffickers served no time in prison. Of the 20 traffickers convicted in 2006, only seven served time in prison, with sentences ranging from two to six years. The remaining 13 traffickers received suspended sentences and served no time in prison. This is compared to 2005, when 6 of 22 convicted traffickers served between 5 and 16 months in prison, while 16 traffickers served no time in prison. Swiss authorities cooperated with other governments in the investigation and prosecution of numerous trafficking cases.

Protection

The government continued to improve its victim protection efforts during the reporting period. In 2006, cantonal immigration authorities offered 39 trafficking victims 30-day stays of deportation, up from 30 victims in 2005. The government continued to encourage victims to participate in trafficking investigations and prosecutions. Three victims were offered short-term residency permits to stay in Switzerland for the duration of the legal proceedings against their traffickers, down from 18 in 2005. Three victims were granted long-term residency permits on the grounds of personal hardship, down from eight in 2005. The government provided funding to NGOs for trafficking assistance services and shelter; local victim assistance centers counseled 126 victims during the reporting period, up from 84 the previous year. In 2006, three cantons signed written agreements with NGOs that formalized victim referral processes. Federal authorities successfully raised awareness among cantonal immigration authorities in order to reduce the possibility of trafficking victim deportations. NGOs report that regulations staying deportations and improved coordination with law enforcement officials have led to a considerable increase in the number of victims participating in trafficking investigations and prosecutions. The government ensured that victims were not penalized for unlawful acts committed as a direct result of their being trafficked.

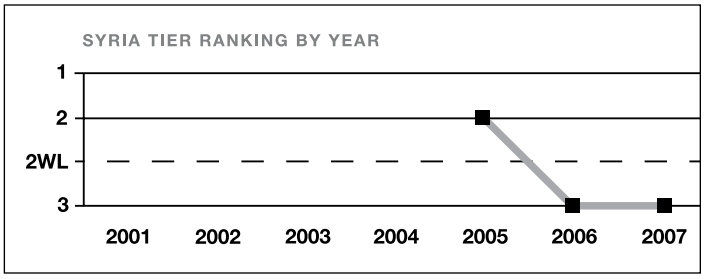
Prevention

Switzerland continued its prevention efforts during the reporting period. The government again provided more than $1 million for victim assistance and trafficking prevention programs in multiple source countries, including Moldova, Montenegro, Russia, Lebanon, and Iran. The government provided approximately $225,000 to support a trafficking hotline in Russia. In January 2007, the government appropriated funding for the launch of trafficking awareness prevention campaigns in preparation for the 2008 European Soccer Cup.

SYRIA (Tier 3)

Syria is a destination country for women from South and Southeast Asia and Africa trafficked for the purpose of domestic servitude, and from Eastern Europe and Iraq for the purpose of commercial sexual exploitation. Women from Indonesia, Sri Lanka, the Philippines, Ethiopia, and Sierra Leone are recruited for work in Syria as domestic servants, but some face conditions of involuntary servitude, including long hours, non-payment of wages, withholding of passports and other restrictions on movement, and physical or sexual abuse. Similarly, Russian, Ukrainian and Belarusian women recruited for work in Syria as cabaret dancers are not permitted to leave their work premises without permission, and they have their passports withheld — indicators of involuntary servitude; some of these women may also be forced into prostitution. Women and children in the Iraqi refugee community in Syria are reportedly forced into commercial sexual exploitation. One anecdotal report suggested that Syria may also be a transit country for Iraqi women and girls trafficked to Kuwait, the U.A.E., and Lebanon for forced prostitution.

The Government of Syria does not fully comply with the minimum standards for the elimination of trafficking, and is not making significant efforts to do so. Although the government began drafting a comprehensive anti-trafficking law, Syria reported no law enforcement efforts to punish trafficking offenses this year. In addition, the government did not offer protection services to victims of trafficking, and may have arrested, prosecuted, or deported some victims for prostitution or immigration violations. Syria should prosecute and punish more traffickers; improve protection for victims by providing shelter, medical, and psychological services; and cease the detention and deportation of victims.



Prosecution

Syria made negligible progress in punishing trafficking crimes this year. Syria does not specifically prohibit any form of trafficking in persons, but can use statutes against kidnapping and sexual assault to prosecute some trafficking cases. In November, the government issued Decree 81 that regulates recruitment agencies bringing domestic workers into the country. Though this decree sets guidelines for conditions of domestic workers and requires agencies to have a license to operate, penalties for violation, including imprisonment for an unspecified length of time or fines of only $2 or both, are not sufficiently stringent to deter the offense of forced labor. Furthermore, Syria did not report any investigations, arrests, prosecutions, or convictions of trafficking offenses this year. There was an anecdotal report that the government uncovered one case of corruption within the Ministry of Interior's Immigration Department and that this resulted in the firing of some high-level immigration officials. If true, it is not known whether this led to prosecutions for complic-

ity in trafficking crimes. The government should follow through on steps to enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking, and assigns penalties both sufficiently stringent to deter the offense and reflective of the heinous nature of the crime.

Protection

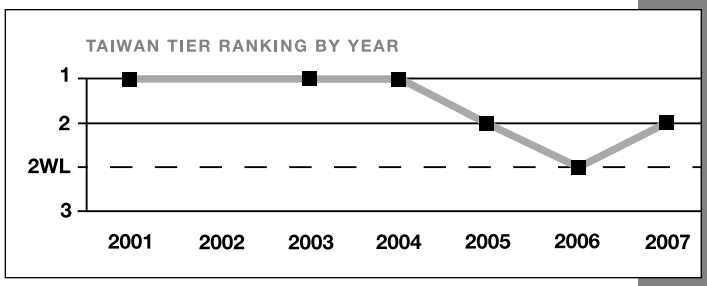
During the year, the Syrian government made no progress in protecting trafficking victims. Syria failed to provide protection services such as shelter, medical or psychological assistance for victims, or financially or materially support organizations that do. The government continues to lack a formal victim identification procedure to identify potential trafficking victims among vulnerable populations, such as illegal migrants or women arrested for prostitution. As a result, victims may be arrested, prosecuted, or deported for unlawful acts committed as a result of being trafficked. Child victims of commercial sexual exploitation are housed in juvenile detention facilities. Syria does not actively encourage victims to assist in investigations against their traffickers, and does not provide victims with legal alternatives to removal to countries in which they may face hardship or retribution.

Prevention

Syria took minimal steps in preventing trafficking over the year. Syria's counter-trafficking committee met at least twice this year to draft a comprehensive anti-trafficking law. Nonetheless, the government did not draft a national action plan to combat trafficking in persons or conduct any public awareness campaigns to educate employers and workers on the rights of domestic workers. Syria has not ratified the 2000 UN TIP Protocol.

TAIWAN (Tier 2)

Taiwan is primarily a destination for men, women, and children trafficked for the purposes of forced labor and sexual exploitation. Women and girls from the People's Republic of China (P.R.C.) and Southeast Asian countries are trafficked to Taiwan through the use of fraudulent marriages, deceptive employment offers, and illegal smuggling for commercial sexual exploitation and forced labor. A significant share of male and female foreign workers—primarily from Vietnam, Thailand, and the Philippines—are recruited legally for low-skilled jobs in Taiwan's construction, fishing and manufacturing industries, or as domestic servants, and are subjected to forced labor or involuntary servitude by labor agencies or employers upon arrival in Taiwan. Many of these contract migrant workers come from poor rural areas and are forced to pay up to $14,000 to recruitment agencies or brokers for a job in Taiwan, resulting in substantial debt that labor agencies or employers use as a tool for involuntary servitude.



The process for recruitment and placement of the 340,000 foreign workers in Taiwan—half of whom are domestic servants or nurses working in private residences and not protected by Taiwan's labor law—lacks regulation and oversight, and may therefore lead to situations of involuntary servitude. Traffickers continue to use the recruitment of foreign brides by legal international marriage brokers as a means to traffic Southeast Asian women to Taiwan for sexual exploitation or forced labor, despite efforts by Taiwan authorities to curb this channel of trafficking.

Taiwan authorities do not fully comply with the minimum standards for the elimination of trafficking; however, they are making significant efforts to do so. While the island's trafficking problems remain daunting, Taiwan authorities over the last year showed clear progress in addressing trafficking for both sexual and labor exploitation. Taiwan formed its first national plan of action that covers all forms of trafficking and constituted an inter-ministerial committee to implement the plan in coordination with NGOs. After a March 2007 operation that rescued 35 Indonesian women who were trafficked to Taiwan through fraudulently brokered marriages, authorities began referring these and other victims to NGOs for appropriate care.

Nevertheless, much more remains to be done to bring Taiwan into compliance with the minimum standards. Taiwan authorities need to demonstrate greater political will in tackling the trafficking in persons problem on the island. Victims of trafficking should be granted formal protection, including access to justice in order to obtain compensation from their traffickers or exploitative employers and the right to work while awaiting court cases. The Council on Labor Affairs (CLA) should stop addressing acts of involuntary servitude with administrative penalties; instead these serious crimes should be referred to the appropriate law enforcement authorities for criminal investigation and, if warranted, prosecution. Taiwan authorities should do more to eliminate the ability of labor brokers and employers to deport workers involuntarily.

Prosecution

The Taiwan authorities made clear efforts to improve anti-trafficking law enforcement efforts over the reporting period. Taiwan does not prohibit all forms

of trafficking in persons, though it has a number of laws that criminalize some forms of trafficking, including laws against slavery—Section 296 and 296-1 of its criminal code—and exploiting children in prostitution, some provisions of which prescribe punishments of up to seven years' imprisonment, which are sufficiently stringent. However, Taiwan does not criminalize trafficking for labor exploitation or debt bondage, and the anti-slavery statute does not appear to cover recruitment or the use of coercion or fraud in exploiting a victim. A comprehensive law covering all forms of trafficking is strongly advisable. Draft amendments to Taiwan's immigration law that would provide formal protection and status to trafficking victims continued to be discussed in the Legislative Yuan but were not passed.

In 2006, it was evident that the Taiwan authorities increased efforts to prosecute, convict and punish traffickers. However, the nature of the Taiwan criminal justice system makes the collection of data on final convictions and sentencing extremely difficult. Throughout the reporting period, Taiwan police and immigration officials conducted anti-trafficking operations, disrupting at least four trafficking rings—one of them involving trafficking for forced labor—and rescuing at least 40 victims of sex or labor trafficking. The Ministry of Justice and the police conducted several training events on trafficking in persons throughout the year.

Protection

Taiwan authorities made modest progress in protecting victims of trafficking, though overall protections remained inadequate. The government's provision of assistance to victims of trafficking, such as shelter, legal aid, psycho-social counseling, and medical care remained uneven, without a well-articulated or coordinated program of victim care. While formal procedures for the proactive identification of trafficking victims were developed by the police and immigration services in 2006, these have not yet been fully implemented. Victims continue to be misidentified as migrants out of immigration status or violators of Taiwan's prostitution laws and consequently punished for unlawful acts committed as a direct result of their being trafficked. Authorities continued to place victims of trafficking in detention facilities alongside accused criminals, though in April 2007, authorities of the newly formed National Immigration Agency took the unprecedented step of referring a group of Indonesian and Thai trafficking victims to an NGO shelter while police and immigration authorities investigated the trafficking crimes committed against them. Victims of trafficking from mainland China continued to be detained in the Ilan "P.R.C. citizen-only" detention center. Taiwan authorities showed progress, however, in encouraging more foreign victims to participate in the investigation and prosecution of traffickers, though the authorities could not offer legal alternatives to the removal of victims to countries in which they may face hardship or retribution. Some victims are granted temporary residency during a criminal investigation or first stage of a trial, but these are not offered uniformly and longer-term residency is not offered. Some labor brokers reportedly continued to forcibly deport foreign workers who sought to complain about abuses.

During 2006, 4,447 foreign workers sought refuge in the 13 NGO shelters subsidized by the Taiwan government—a significant number of these workers probably had experienced conditions of involuntary servitude. The CLA often attempts to respond to foreign workers who complain of exploitative work conditions or coerced labor by sitting them down with their labor broker or employer and negotiating a compromise instead of referring these cases to the police for criminal investigation. Workers who flee their employer for whatever reason, including physical abuse or forced labor conditions, run the risk of being identified as "runaways" who can be punished and deported under Taiwan's immigration law; however, for those recognized as workers with valid labor disputes, the CLA in January 2007 extended by one month the period in which they can remain in Taiwan to seek resolution of these disputes. Taiwan has no law to protect foreign workers from being forcibly repatriated.

Prevention

Taiwan authorities greatly advanced efforts to prevent trafficking during the reporting period. In November 2006, the Ministry of Interior produced a national plan of action of trafficking in persons that covers all forms of trafficking. The action plan created a permanent Executive Yuan anti-trafficking committee consisting of representatives from 14 ministries and agencies and a number of local NGOs. The authorities also took steps to prevent the trafficking of foreign women through brokered international marriages by restricting eligibility and enhancing interview requirements for foreign brides and their Taiwan spouses; as a result, the number of spousal visas issued to brides in Vietnam—the leading source of foreign brides in Taiwan—dropped for a second straight year to 3,864 down from 7,062 in 2005 and 11,953 in 2004. In 2006, Taiwan authorities also banned the registration of new marriage brokering companies and announced that existing companies would be subjected to closer scrutiny.

TAJIKISTAN (Tier 2)

Tajikistan is a source country for women trafficked to the United Arab Emirates, Turkey, Saudi Arabia, Kuwait, and Iran for the purpose of commercial sexual exploitation; men are trafficked to Russia for labor exploitation, primarily in the construction and agricultural industries. Tajik victims are often traf-

ficked through Kyrgyzstan before reaching their final destination. Boys and girls are trafficked internally for the purpose of forced labor, including begging.

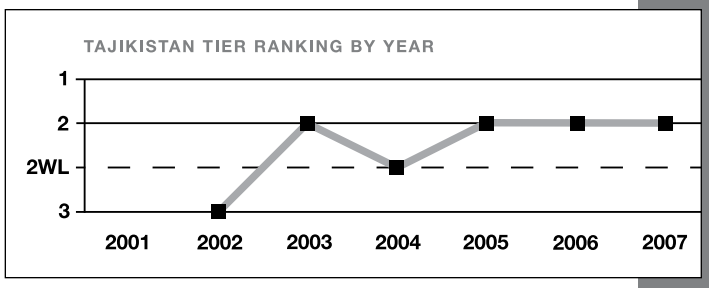
The Government of Tajikistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government enacted its national action plan in 2006 and improved cooperation with NGOs. However, the government failed to amend its current trafficking legislation to define trafficking and failed to demonstrate vigorous efforts to combat government complicity in trafficking; government corruption remained a significant problem and an obstacle to effective anti-trafficking efforts. The Government of Tajikistan should: vigorously investigate, prosecute, convict, and sentence government officials who participate in or facilitate trafficking in persons; amend its criminal code to define trafficking; and improve its public awareness efforts.

Prosecution

Tajikistan demonstrated mixed law enforcement efforts during the reporting period. Article 130.1 of the criminal code prohibits both sexual exploitation and forced labor. Penalties prescribed under Article 130.1 range from 5 to 20 years' imprisonment, which are sufficiently stringent but not commensurate with penalties prescribed for other grave crimes, such as rape. In 2006, authorities conducted 34 trafficking investigations, down from 81 conducted in 2005. The government prosecuted 34 trafficking cases, down from 57 cases prosecuted in 2005. Convictions were obtained against 52 traffickers in 2006, a significant increase from 28 convictions obtained in 2005. The government did not provide sentencing data for convicted traffickers. Trafficking-related government corruption remained a problem. Although some government officials assisted traffickers by providing false passports, birth certificates, and marriage certificates, the government provided no information on investigations, prosecutions, convictions, or sentences of government officials implicated in trafficking corruption. The government's special Trafficking in Persons and Organized Crime Unit investigated trafficking cases, and the government worked with some foreign governments on trafficking investigations.

Protection

The government demonstrated limited progress in its victim assistance efforts during the reporting period. The Ministries of Health and Labor and Social Protection provided some health and social services to victims assisted in foreign-funded shelters. The Ministry of Interior also provided security and protection for the shelter. The government does not have a formal victim referral mechanism. There was no special training for staff in Tajikistan's embassies and consulates abroad to identify and assist with the repatriation of Tajik victims. However, the Ministry of Foreign Affairs worked with foreign governments to repatriate 62 Tajik victims in 2006; the government paid all repatriation costs for at least 12 of these victims. The adoption of the national action plan improved communication with anti-trafficking NGOs, to which the government provided some in-kind support such as office space and utilities. Victims were encouraged to participate in trafficking investigations and prosecutions, and police made a point to interview victims at the trafficking shelter rather than at the police station. Some identified trafficking victims were penalized for unlawful acts committed as a direct result of their being trafficked.



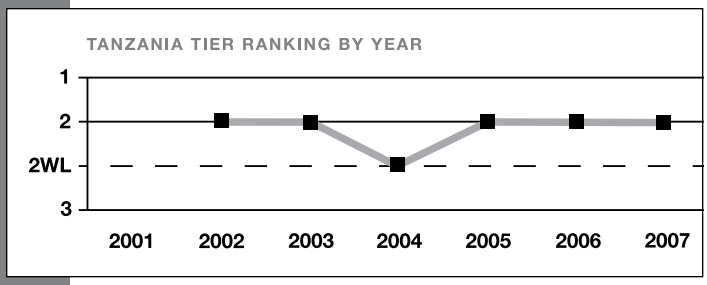
Prevention

The government sustained some trafficking awareness efforts during the reporting period. The government helped fund some NGO- and IOM-produced public awareness campaigns, which included radio advertisements, film screenings, press briefings, the publication of brochures, and training of students and government officials. The government stationed border guards at Dushanbe's airports and along border checkpoints and trained them to identify potential traffickers and victims.

TANZANIA (Tier 2)

Tanzania is a source, transit, and destination country for women and girls trafficked for the purposes of forced labor and sexual exploitation and, to a lesser extent, boys trafficked for the purpose of forced labor. Girls from rural areas are trafficked to urban centers for domestic servitude and commercial sexual exploitation; some domestics fleeing abusive employers fall prey to exploitation in prostitution. There are unconfirmed reports that Tanzanian girls are lured to resort towns by promises of hotel jobs or riches and trips abroad, but instead are given work in bars or are sexually exploited. Small numbers of people are trafficked to South Africa, Oman, the United Kingdom, and possibly other European or Middle Eastern countries for domestic servitude. Boys are trafficked within the country for forced labor on farms, in mines, and in the informal sector. Citizens of neighboring countries may be trafficked through Tanzania for forced domestic labor and sexual exploitation in South Africa, Europe, and the Middle East.

The Government of Tanzania does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its anti-trafficking efforts, the government should pass and enact comprehensive anti-trafficking legislation; develop national procedures for victim protection, including the screening of undocumented aliens for victimization before deportation; and regularly compile national statistics on the number of victims assisted and trafficking cases investigated and prosecuted.



Prosecution
The government's anti-trafficking law enforcement efforts during the reporting period focused on developing comprehensive anti-trafficking legislation applicable to both the mainland and Zanzibar. In May 2006, a working group comprised of officials from several ministries drafted legislation that was presented to the Cabinet Secretariat in July and, after revision, was approved in August. The Permanent Secretaries approved the draft in November and transmitted it to Zanzibar in February 2007 for review.

Tanzania does not prohibit all forms of trafficking in persons, and Zanzibar has a separate legal code from the mainland of Tanzania. On the mainland, traffickers can be prosecuted under existing statutes criminalizing the sale of people, forced labor, child labor, and various sexual offenses. There were investigations, but no prosecutions or convictions of traffickers on the mainland in 2006. In mid-2006, the Ministry of Public Safety and Security established an anti-trafficking section in the Criminal Investigation Department, and in March 2007, moved the section into the Transnational Organized Crime Unit, responsible for addressing terrorism, narcotics, and money laundering. The Ministry requested a separate line item for anti-trafficking in the national 2007 budget and officers trained in anti-trafficking staffed a telephone hotline for reporting criminal activity. Involvement in, or tolerance of, trafficking by individual government officials is suspected but not proven.

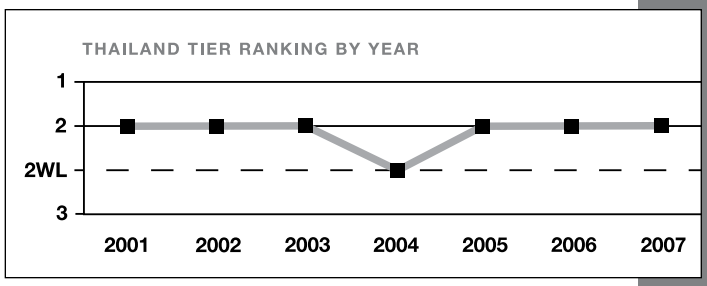
On Zanzibar, traffickers can be prosecuted under existing law that criminalizes kidnapping, abduction, and slavery. In 2006, the Criminal Investigations Division of the Zanzibar police investigated at least five suspected cases, determined that one involved trafficking two women from the mainland, and negotiated the return of the two victims to Dar es Salaam. Immigration officials on Zanzibar monitored passport applications for cases of trafficking; one officer turned away three female applicants with fraudulent documents, but did not investigate the man accompanying them. During the reporting period, the government trained 170 of the 248 immigration officers and virtually all of Zanzibar's local administrators on how to recognize, investigate, and prosecute instances of trafficking.

Protection
The government's efforts to protect victims of trafficking continued to suffer from a lack of resources; government officials regularly relied on NGOs to provide shelter, counseling, and rehabilitation for victims of trafficking. Victim assistance is unavailable in some areas of the country. During the year, law enforcement personnel and government officials identified and referred at least 28 trafficking victims to NGOs for care, though authorities did not demonstrate use of formal victim identification and referral procedures. During the reporting period, a labor union assisted approximately 1,020 trafficking victims, some of whom were referred to the organization by local government officials, child labor committees, and police. The government encourages victims' assistance in the investigation and prosecution of their traffickers, but the lack of national procedures for victim protection likely led to the deportation of most foreign victims before they were identified or able to give evidence in court. Foreign victims are not offered legal alternatives to their removal to countries in which they would face hardship or retribution.

Prevention
Political will to address human trafficking in Tanzania increased significantly during the reporting period, resulting in concrete prevention efforts. The inter-ministerial human trafficking committee, which includes ministries of the Zanzibar government, coordinated communication between various ministries, NGOs and civil society. President Kikwete's personal commitment to combat trafficking accelerated the drafting of anti-trafficking legislation and law enforcement training. In support of IOM's awareness-raising campaign, government officials appeared on television and radio programs and immigration officers distributed brochures at 25 border posts. During the year, the government's Research Coordinator for Human Trafficking proactively moved anti-trafficking legislation through the inter-ministerial clearance process and appeared on television and radio programs. Information provided by a caller to a radio program led to an ongoing trafficking investigation. The Ministry of Education's 288 Community Learning Centers in 10

districts enabled 8,335 children, approximately 70 percent of whom were removed from child labor, to enroll in school.

THAILAND (Tier 2)



Thailand is a source, transit, and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Regional economic disparities drive significant illegal migration into Thailand, presenting traffickers with opportunities to force, coerce or defraud these undocumented migrants into labor or sexual exploitation. Women and children are trafficked from Burma, Cambodia, Laos, People's Republic of China (P.R.C.), Russia, and Uzbekistan for commercial sexual exploitation in Thailand. A number of women and girls from Burma, Cambodia, and Vietnam transit through Thailand's southern border to Malaysia for sexual exploitation primarily in Johor Bahru, across from Singapore. Thai and hill tribe women and girls are trafficked internally and to Japan, Malaysia, South Africa, Bahrain, Australia, Singapore, Europe, Canada, and the United States for sexual exploitation. The denial of Thai residency to ethnic minority women and girls who reside in Thailand's northern hills makes them more susceptible to trafficking and delays repatriation due to lack of citizenship. Widespread sex tourism in Thailand encourages trafficking for sexual exploitation.

Following voluntary migration to Thailand, men, women, and children, primarily from Burma, are trafficked into involuntary servitude in agricultural work, factories, construction, commercial fisheries, domestic work, and begging. Thai laborers working abroad in Taiwan, Malaysia, the United States, and the Middle East often pay excessive recruitment fees prior to departure, which may facilitate debt bondage — a form of trafficking. Children from Burma, Laos, and Cambodia are trafficked to Thailand for begging and exploitative labor, including fishing and fish processing. A report published in late 2006 by the ILO and a government university found that significant percentages of undocumented migrant workers, including children, in four key sectors of the Thai economy (fishing, construction, commercial agriculture and domestic service) are victims of involuntary servitude at the hands of Thai employers.

The Government of Thailand does not fully comply with the minimum standards for the elimination of trafficking; however it is making significant efforts to do so. The government sustained impressive efforts to address trafficking for sexual exploitation but did not improve substantially in responding to incidents of labor trafficking. In September 2006, the Thai police raided a shrimp-processing factory and rescued 800 Burmese men, women, and children, many of whom were subjected to conditions of involuntary servitude, physical and psychological abuse, and confinement inside the premises through the use of barbed wire fences and document confiscation. Thai authorities classified 66 of the females as trafficking victims and provided them with appropriate shelter and psycho-social counseling services. However, an undisclosed number of the males were removed by police and deported to Burma without being interviewed to determine if they were victims of involuntary servitude. Five months later, all three factory owners were arrested and face criminal charges in addition to a civil suit and regulatory fines. The factory, which has in one past case exported shrimp to the United States, remains in operation. Current anti-trafficking legislation in Thailand only applies to trafficking resulting in sexual exploitation and fails to criminalize bonded labor or trafficking perpetuated against men. Thailand has drafted comprehensive anti-trafficking legislation that criminalizes all forms of trafficking and provides protection to men. It should pass and enact that legislation at the earliest opportunity. Thailand should show greater will to prosecute and convict exploitative employers and labor traffickers.

Prosecution

The Royal Thai Government demonstrated clear progress in its law enforcement efforts to combat sex trafficking and collaborate with civil society to investigate cases; however, the government has not yet demonstrated progress in law enforcement efforts to combat labor trafficking. Thailand criminally prohibits trafficking for sexual exploitation through its 1997 Prevention and Suppression of Trafficking in Women and Children Act, which prescribes penalties that are sufficiently stringent and that are commensurate with penalties prescribed for rape. Trafficking for labor exploitation is not criminally prohibited and penalties prescribed for forced labor violations tend to be administrative rather than criminal and, therefore, are not sufficiently stringent. A draft law was finalized during 2006 that will allow for prosecution of all forms of trafficking and provides greater protection, care, and compensation for victims; it awaits passage by the legislature. Government law enforcement resources are generally inadequate to cope with the magnitude of trafficking. Political uncertainty since the September 2006 military coup

has further drawn financial and personnel resources away from Thai law enforcement anti-trafficking efforts.

In October, Thai police raided two karaoke bars in the southern province of Narathiwat, rescuing 34 women and child victims comprised of Thai hill tribe members and citizens of Vietnam, Laos, and Cambodia. In March 2007, a criminal court sentenced a senior military official to life imprisonment for the detention and murder of a Burmese domestic worker who was considered a trafficking victim. The Government of Thailand reported 88 arrests in cases brought against traffickers in the period from September 2005 through February 2007, involving a total of 100 victims. Corruption is still sometimes a problem, with local police or immigration officials protecting brothels, fishing and sweatshop facilities from raids and occasionally facilitating the movement of Burmese, Cambodian, Lao, and P.R.C. women and children into or through Thailand. No public officials or law enforcement officials were arrested for trafficking-related crimes in 2006.

Protection

The Thai government continued to provide impressive protection to foreign victims of sex trafficking in Thailand and Thai citizens who have returned to Thailand after facing labor or sex trafficking conditions abroad. The government's collaboration with civil society organizations to protect victims of sex trafficking remained impressive. However, male victims of trafficking are not included in the victim protection provisions of Thai law. Moreover, out of a fund of 500 million baht (equivalent to $13 million) set up by the Thai government in 2005 to fund increased trafficking victim care, only 100 million baht has been authorized for expenditure. The Thai government refers women and child victims to one of six regional shelters run by the government, where they receive psychological counseling, food, board, and medical care. However, none of these shelters is in the area of Thailand north of Phitsanulok, where victims are referred to separate, often high-quality facilities run by NGOs.

The government encourages female victim participation in the investigation and prosecution of sex trafficking crimes. The government does not provide foreign victims with legal alternatives to their removal to countries where they may face hardship or retribution. Female victims of sex trafficking are generally not jailed or deported; foreign victims of labor trafficking and men may be deported as illegal migrants. In the September 2006 labor trafficking case, most Burmese male workers were deported as illegal migrants, without interviewing them to determine if they were victims, while 66 females from the same factory were sent to a shelter for trafficking victims. In 2006, the Ministry of Foreign Affairs repatriated 380 women primarily trafficked for sexual exploitation to Bahrain (256 victims), Malaysia, Singapore, South Africa, and Italy. In May 2006, the government repatriated to Thailand nine Shan women who were not Thai citizens but who had been trafficked to Malaysia in 2004; their repatriation to Thailand was delayed due to their lack of Thai or any other citizenship. The government provided in-kind assistance in the form of technical support, personnel, and facilities to NGOs active in anti-trafficking. The government collaborates with IOM to set up transit facilities, shelters, and referral processes to improve victim protection. In 2006, IOM returned 343 people to their home countries, including 245 Laotians, 85 Cambodians, and 13 Burmese. The government's National Trafficking Action Plan for 2005-2007 identified $34.2 million for trafficking-related project initiatives.

Prevention

The Thai government continued to support prevention and public awareness activities on sex and labor trafficking as well as sex tourism during the year. The Thai government has begun outreach programs to educate potential migrant workers about working conditions in Thailand, and to educate Thai workers about working conditions and recruitment practices abroad. In cooperation with the ILO, a migrant workers handbook was published in Lao, Burmese, Khmer, and Thai to advise migrant workers of their rights and avenues of recourse. The Ministry of Labor conducts regular seminars with all outgoing Thai workers to advise them on restrictions on labor broker fees and regulations governing foreign guest worker programs. Thailand has not ratified the 2000 UN TIP Protocol.

TOGO (Tier 2)

Togo is a source, transit, and destination country for children and women trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking within the country is more prevalent than transnational trafficking and the majority of victims are children, primarily girls. Girls are trafficked within Togo for forced labor as produce porters, market vendors, maids, and for sexual exploitation. Transnationally, Togolese girls are trafficked primarily to Gabon, Benin, Nigeria, and Niger for domestic servitude, forced labor, and sexual exploitation. Girls are also trafficked to Togo from Benin, Nigeria, and Ghana for domestic servitude and possibly for sexual exploitation. Togolese boys are trafficked primarily to Nigeria, Benin and Cote d'Ivoire for agricultural labor. There have been reports of Togolese women and girls trafficked to Lebanon and Saudi Arabia, likely for domestic servitude and sexual exploitation. Togolese women were also trafficked to France and Germany for domestic servitude and sexual exploitation.

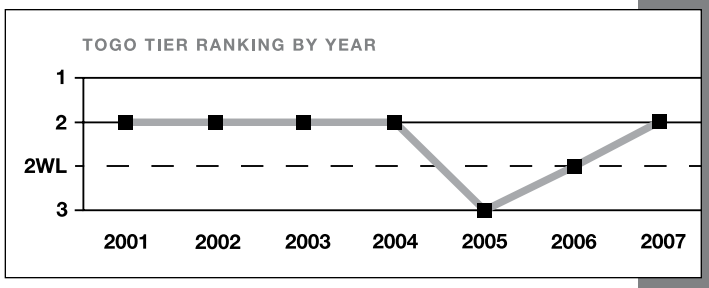
The Government of Togo does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so, despite limited resources. To improve its response to trafficking, Togo should increase efforts to enforce its 2005 law against child trafficking, develop an effective method for trafficking crime data collection, pass its Child Code with an improved definition of child trafficking, draft and pass a law against all forms of trafficking, strengthen efforts to provide social rehabilitation for victims, and raise public awareness about trafficking.

Prosecution

The Government of Togo took some increased steps to combat trafficking through law enforcement efforts during the last year. Togo does not prohibit all forms of trafficking, though its 2005 Law Related to Child Trafficking criminalizes the trafficking of children. This law, however, provides a weak definition of child trafficking and fails to specifically prohibit child sexual exploitation. Its maximum prescribed penalty of 10 years' imprisonment is sufficiently stringent and commensurate with prescribed penalties for statutory rape. A 2001 draft statute with an improved definition of trafficking remains stalled at the National Assembly. The government reported 23 trafficking arrests and prosecutions in 2006. In February 2007, a man was convicted in a Kara court for trafficking four children to Nigeria. The court, however, imposed only a two-year sentence. Government, NGO, and international organization officials reported that other traffickers had likely been arrested and prosecuted during the year, but these reports could not be confirmed due to the government's failure to systematically collect trafficking crime data. The government relies largely on donor-funded local vigilance committees to report trafficking cases.

Protection

The Togolese government demonstrated modest efforts to protect trafficking victims over the last year. The Ministry of Social Affairs and The National Committee for the Reception and Reinsertion of Trafficked Children assist victims by either referring them to two primary NGOs in Lome or by coordinating with law enforcement officials, NGOs, and international organizations to return them to their communities. The government referred 240 child victims to one NGO in Lome during the year. In 2006, the police helped coordinate the rescue of at least 637 victims who were subsequently returned to their families. The government lacks the resources, however, to provide victims with social rehabilitation or to monitor their progress after return. Neither the government nor NGOs provide any care for male victims between the ages of 15 and 18, or for adult victims. The government does not encourage victims to assist in trafficking investigations or prosecutions.



The government does not provide legal alternatives to the removal of foreign victims to countries where they face hardship or retribution, however, the majority of victims are Togolese nationals. Victims are not inappropriately incarcerated or fined for unlawful acts as a direct result of being trafficked.

Prevention

The Government of Togo made minimal efforts to raise awareness about trafficking during the reporting period. Local government officials played an active role as members of ILO-funded local anti-trafficking committees to raise awareness of trafficking by organizing skits and radio announcements in local languages. Although the 2005 anti-trafficking law called for a National Committee to Combat Trafficking, this coordinating body has not yet been established. Togo has not ratified the 2000 UN TIP Protocol.

TURKEY (Tier 2)

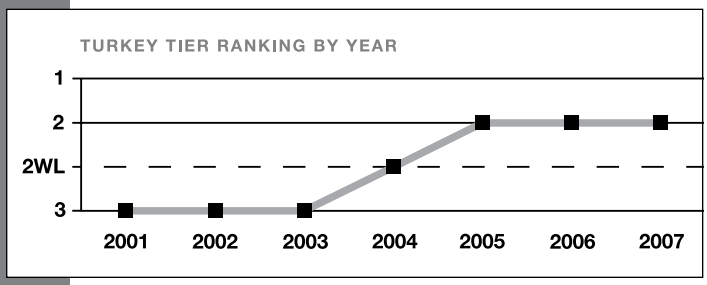
Turkey is a major destination and transit country for women and children trafficked primarily for the purpose of commercial sexual exploitation. A small number of men from Turkey were trafficked to the Netherlands for the purpose of forced labor in 2006. Women and girls are trafficked from Moldova, Russia, Ukraine, and other countries in Eastern Europe and the former Soviet Union. This year victims were also trafficked from Kenya, Nigeria, and the Philippines. Some of these victims are trafficked through Turkey to the area administered by Turkish Cypriots for the purpose of sexual exploitation.

The Government of Turkey does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In 2006, the government amended its law to increase penalties for trafficking offenses and to increase victims' rights and access to assistance. Turkey also increased its total number of trafficking investigations, prosecutions, and convictions over the last year. The Government of Turkey should continue to improve victim identification procedures, and collect and consolidate trafficking data. It should also vigorously investigate, prosecute, convict, and sentence government officials

complicit in trafficking. Finally, the Government of Turkey should ensure judicial officials receive victim identification and sensitivity training.

Prosecution

The Government of Turkey significantly advanced its law enforcement efforts over this reporting period. Article 80 of the penal code prohibits trafficking for both sexual exploitation and forced labor. The penalties prescribed for trafficking have been increased to 8 to 12 years' imprisonment, which are sufficiently stringent and commensurate with prescribed penalties for other grave crimes, such as sexual assault. Turkish authorities conducted 422 investigations, a significant increase from 241 investigations in 2005. The government prosecuted 192 suspects in 2006, up from 144 prosecuted in 2005. Convictions were obtained against 36 traffickers in 2006, up from 29 convictions in 2005. Twenty-nine traffickers received prison sentences ranging from one month to six years; six traffickers only received fines. One trafficker's sentence was unconfirmed. During the reporting period, the police continued an internal anti-trafficking training program, reaching 1,150 additional police officers. While the government arrested some low-level officials for trafficking, no officials were prosecuted or convicted over the reporting period.



Protection

Turkey continued to improve its victim assistance efforts over the reporting period. Turkish authorities successfully implemented procedures to identify trafficking victims among women in prostitution, although there were reports that the government continued to process some trafficking cases as voluntary prostitution and illegal migration. Although the government does not provide a government-run shelter, it provided rent, utilities, and administrative costs for two NGO-run trafficking shelters. Police work closely with IOM to identify and refer victims to trafficking shelters, ensuring that victims have access to protection services. Foreign victims identified by Turkish authorities may apply for humanitarian visas and remain in Turkey for up to seven months, although no visas were granted during the reporting period. The government encourages victims to participate in trafficking investigations and prosecutions; however, this does not seem to be systematically implemented. In July 2006, a judge ordered a police-identified victim to be deported because she had overstayed her visa. Turkey promoted and advertised a government-run trafficking hotline during the reporting period; 109 victims were assisted due to calls to the hotline during the reporting period, up from 52 victims in 2005.

Prevention

The government demonstrated strong prevention efforts. In 2006, the government contributed $100,000 to an international public awareness campaign focused on the Black Sea region. Authorities continued to distribute small passport inserts to travelers entering the country at designated ports-of-entry, although there was concern about whether this method of informing potential victims was the most effective. Turkish embassies also continued to hand out trafficking awareness inserts to visa applicants in source countries.

UGANDA (Tier 2)

Uganda is a source, transit, and destination country for men, women, and children trafficked for the purpposes of forced labor and sexual exploitation. Until August 2006, the terrorist rebel organization, Lord's Resistance Army (LRA), abducted children and adults in northern Uganda to serve as soldiers, sex slaves, and porters. Ugandan children are trafficked internally, as well as to the United Arab Emirates and Saudi Arabia, for commercial sexual exploitation. Karamojong women and children are sold in cattle markets or by intermediaries and forced into situations of domestic servitude, sexual exploitation, herding, and begging. Importers traffic Pakistani, Indian, and Chinese workers to Uganda and trafficking networks bring in Indian women for sexual exploitation.

The Government of Uganda does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To improve its anti-trafficking efforts, the government should make a greater effort to convict and punish charged traffickers; pass and enact its comprehensive trafficking bill; and develop a mechanism for providing protective services to all types of trafficking victims.

Prosecution

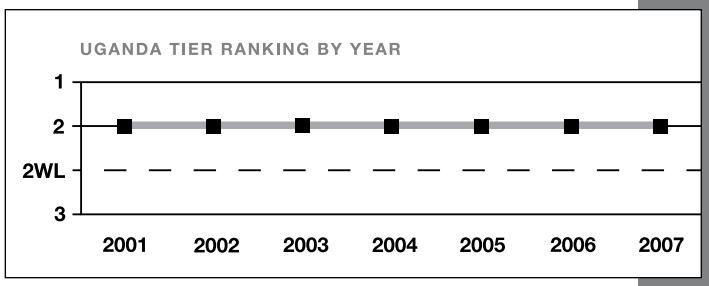
The government's anti-trafficking law enforcement efforts increased over the reporting period, particularly by apprehending suspected traffickers and investigating cases. Ugandan law does not prohibit trafficking; however, the government's anti-trafficking working group, with input from stakeholders, completed drafting a comprehensive law in 2006. Existing laws against slavery, forced and bonded labor, and procurement for prostitution could be used to prosecute trafficking offenses. In June, police arrested three Asians and two Ugandans at the Uganda-Rwanda border for

forcing Indian girls into prostitution in Uganda; the Indian suspects were deported, while the Ugandans were charged with document fraud. In December, a Kampala court charged three Pakistanis and two Ugandans with unlawful confinement for harboring five Pakistani men promised jobs in Uganda. The Pakistanis were deported. Police also discovered Indian, Chinese, and Sri Lankan workers trafficked to the country for forced labor; the perpetrators were charged with kidnapping and deported. Immigration officials monitoring flights to Dubai uncovered the trafficking of children to the U.A.E. and Saudi Arabia for sexual exploitation. At the airport, they also intercepted two Asians trafficking children; the children were rescued and the traffickers charged with document fraud. Beginning in July, police at checkpoints on roads leading out of Karamoja stopped vehicles transporting women and children for questioning; four girls were rescued from traffickers in July and police in Katakwi arrested three suspected traffickers in August. The Child and Family Protection Unit of the National Police, together with ILO-IPEC, trained 150 police, security, and local officials on labor exploitation of children, child labor laws, and related definitions; these police officers trained more than 60 additional police officers.

The government, through its Amnesty Commission, offered blanket amnesty to ex-combatants to induce defection or surrender of rebels and to recognize abductees as victims forced to commit atrocities. In 2006, 2,490 LRA combatants, many of whom were abducted as children, applied for and received amnesty. Because of this process, the government has not arrested, prosecuted, or convicted LRA rebels for trafficking offenses. In August, the Ugandan military killed Rasaka Lukwiya, one of five LRA leaders indicted by the International Criminal Court for crimes against humanity and sexual slavery.

Protection

While the government offered initial protection to children separated from the LRA, it did far less to care for other types of trafficking victims. In early 2006, the Ugandan military conducted operations against the LRA in northern Uganda and southern Sudan, from which its Child Protection Unit received and debriefed 546 surrendered or captured child soldiers; children were processed at four transit shelters before being transported to NGO-run rehabilitation centers for longer-term care. The Amnesty Commission provided each child with a mattress, blanket, oil, and approximately $75. The government provided no protective services to children in prostitution; those rounded up with adults during police sweeps were generally released without charge. From August 2006 to February 2007, a joint effort by city authorities, NGOs, and the Ministry of Labor removed 813 internally displaced Karamojong, some of whom were trafficking victims, from Kampala's streets and transferred them to transit shelters.



Prevention

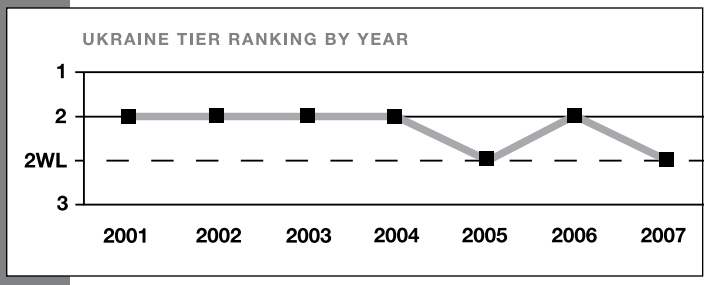
The government continued its efforts to increase public awareness of human trafficking. Radio networks, the primary source of information for Ugandans, carried several talk show programs about the scope and magnitude of child trafficking in the country. In northern Uganda, the government used a weekly local-language radio program to persuade abducted children and their captors to return from the bush. A government-run television station aired a widely watched special on child prostitution and the New Vision newspaper ran a victim's story with advice for children experiencing sexual exploitation. Local police child protection officers conducted sensitization workshops in communities to encourage citizens to report trafficking crimes. The police's Child and Family Protection Unit also used community meetings, school visits, and radio programs to raise awareness of trafficking. Uganda has not ratified the 2000 UN TIP Protocol.

UKRAINE (Tier 2 Watch List)

Ukraine is a source, transit, and destination country for men, women and children trafficked internationally for the purposes of commercial sexual exploitation and forced labor. Ukrainian women are trafficked to Russia, Poland, Turkey, the United Arab Emirates, Lebanon, the Czech Republic, Italy, Portugal, Germany, Austria, Cyprus, Greece, Serbia, Montenegro, Spain, Hungary, and Israel for commercial sexual exploitation. Women from Central Asian countries such as Uzbekistan and Kyrgyzstan are trafficked through Ukraine to Europe for commercial sexual exploitation. Although reliable data is not available, Ukraine may also be a destination for people from former Soviet republics for forced labor and prostitution. In addition, internal trafficking occurs in Ukraine; men and women are trafficked within the country for the purposes of labor exploitation in the agriculture, service, and forced begging sectors, as well as for commercial sexual exploitation. Ukrainian children are trafficked both internally and transnationally for commercial sexual exploitation, forced begging, and involuntary servitude in the agriculture industry.

The Government of Ukraine does not fully comply with the minimum standards for the elimination of

trafficking; however, it is making significant efforts to do so. Ukraine is placed on Tier 2 Watch List for its failure to provide evidence of increasing efforts to combat trafficking in persons over the last year, particularly in the area of punishing convicted traffickers. As with last year, many of the traffickers convicted in Ukrainian courts received probation. The government should take significant steps, to ensure that convicted traffickers are prosecuted and serve jail sentences.



The Ukrainian government should also improve its anti-trafficking efforts in other areas. Corruption is widespread in Ukraine, and there remain concerns about possible complicity in trafficking by government officials. The government should take steps to proactively investigate the nature and extent of complicity by government officials, and prosecute officials suspected of facilitating trafficking offenses. The March 2007 adoption of the National Anti-Trafficking in Persons program, which includes for the first time dedicated anti-trafficking funding, is a positive step, although higher levels of funding are necessary if the plan is to be effective. In particular, the government should improve its efforts to protect victims of trafficking by increasing funding to NGOs providing victims with comprehensive protection and rehabilitation services. Furthermore, the government should encourage victims' assistance in investigations by providing them with protection, ensuring their rights are protected in court, and providing guidance to courts on procedures for handling trafficking cases.

Prosecution

The Ukrainian government made insufficient progress in prosecuting and punishing trafficking offenses in 2006. The government prohibits all forms of trafficking through its Criminal Code's Article 149, which prescribes penalties that are sufficiently stringent and commensurate with those prescribed for other grave crimes. This year, the law enforcement community completed 101 criminal investigations and arrested 66 people on trafficking charges. In 2006, the government obtained verdicts against 111 traffickers, 86 of whom did not appeal their conviction. Nonetheless, of these 86 cases, 47 traffickers received probation rather than jail sentences. Most of the others received sentences of two to eight years' imprisonment, and the assets of 18 were confiscated. Ukraine's President and Prime Minister have both publicly acknowledged that corruption is a major problem for Ukraine. Possible instances of complicity in trafficking by government officials, such as border guards and officials responsible for licensing employment agencies, may not have been punished. Ukraine should demonstrate efforts to proactively investigate and punish government officials suspected of trafficking complicity.

As part of efforts to implement recent changes to Ukraine's anti-trafficking law, the Supreme Court conducted a series of seminars for judges to educate them about the reformed code, and police and prosecutors also underwent training. In September 2006, the Ministry of Interior established a special unit within its Anti-Trafficking in Persons Department to combat trafficking for labor exploitation and to monitor businesses involved in the employment of Ukrainians abroad; 68 officers stationed throughout the country staff this new unit. The government, however, initiated only four investigations of labor trafficking between September 2006 and January 2007, and few employment agencies believed to be involved in trafficking had their licenses revoked.

Protection

Ukraine did not demonstrate increased efforts to protect victims of trafficking over the reporting period, but continues to cooperate with internationally funded NGOs to provide protection services. The government does not directly finance shelters, medical or psychological care, or repatriations for victims, but provided a few shelters with subsidized facilities and in-kind logistical support. The government did not demonstrate implementation of systematic procedures for the identification of victims and their referral to victim service providers. Ukrainian embassies actively assisted in the return of 272 of their nationals this year and referred them to reintegration centers run by NGOs. Ukraine does not penalize victims for unlawful acts committed as a direct result of being trafficked. Victims' rights, however, are often not respected, as some judges and prosecutors have demonstrated unsympathetic, negative, and sarcastic attitudes toward victims. Ukrainian law does not provide foreign victims with legal alternatives to their removal to countries where they may face hardship or retribution.

Prevention

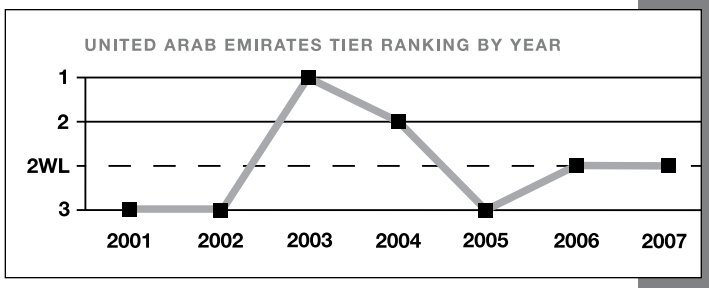
The government made some progress in preventing trafficking in persons during the reporting period. In 2006, the Border Guards closed nine channels of trafficking, prevented 43 women from being trafficked, and detained 29 traffickers. Border guards are tasked with screening for potential trafficking victims among people who cross the border. However, such screening provided few benefits since border guards had limited time to interview and little training to identify possible victims. Bribery and corruption continued to facilitate illegal migration. High-rank-

ing government officials, including the Ministers of Interior and Family, Youth, and Sports, took part in events to raise awareness of trafficking. The government provided expertise and free advertising on radio and TV stations, and experts from the State Employment Service provided callers to the national anti-trafficking toll-free telephone hotline with information on legal employment overseas.

UNITED ARAB EMIRATES (Tier 2 Watch List)

The United Arab Emirates (U.A.E.) remains a destination country for men and women trafficked for the purpose of involuntary servitude and commercial sexual exploitation. Women from India, Sri Lanka, Bangladesh, Indonesia, Ethiopia, and the Philippines migrate willingly to the U.A.E. to work as domestic servants, but many face conditions of involuntary servitude such as excessive work hours without pay; verbal, mental, physical, and sexual abuse; and restrictions on movement. Similarly, men from India, Sri Lanka, Bangladesh, and Pakistan come to the U.A.E. to work in the construction industry, but are often subjected to involuntary servitude and debt bondage as they work to pay off recruitment costs sometimes exceeding two years' wages. Women from Uzbekistan, Kyrgyzstan, Ukraine, Russia, Kazakhstan, Armenia, Azerbaijan, Ethiopia, Somalia, Uganda, India, Pakistan, the People's Republic of China, the Philippines, Iraq, Iran, and Morocco are reportedly trafficked to the U.A.E. for commercial sexual exploitation. Some foreign women were reportedly recruited to work as secretaries, but were trafficked into forced prostitution or domestic servitude. The U.A.E. may also serve as a transit country for women trafficked into forced labor in Oman and Sudan, and men deceived into working involuntarily in Iraq. Although children were previously trafficked from South Asia, Sudan, and Mauritania as child camel jockeys, all identified victims were repatriated at the U.A.E.'s expense.

The Government of the U.A.E. does not fully comply with the minimum standards for the elimination of trafficking, but is making significant efforts to do so. U.A.E. is placed on Tier 2 Watch list for a second consecutive year for failing to take meaningful steps to address the problem of foreign women trafficked for commercial sexual exploitation and of foreign male and female workers subjected to conditions of involuntary servitude. The government did not demonstrate vigorous law enforcement or victim protection efforts. The U.A.E. should dedicate resources for the prosecution of trafficking crimes, while encouraging victims to testify against their traffickers, and giving them alternatives to detention and deportation.



Prosecution

Although in December 2006 the U.A.E. government passed a comprehensive anti-trafficking law prohibiting all forms of trafficking, with prescribed penalties ranging from one year to life imprisonment, no other progress was reported in prosecuting and punishing trafficking crimes. The government did not prosecute any cases under this law or any other available law, including statutes against withholding passports, false imprisonment, and kidnapping. Although the Ministry of Labor imposed fines on labor recruiters for fraudulent practices, the government did not pursue criminal prosecutions of those facilitating trafficking. The government also did not provide evidence that it prosecuted employers for intimidating employees to force them to work. Government officials, however, actively monitored camel races to ensure that children were not used as camel jockeys in violation of the country's 2005 ban. The Dubai police also organized a workshop on investigating trafficking. The U.A.E. should significantly increase criminal investigations of trafficking offenses, including involuntary servitude of foreign workers, and should stringently punish sex traffickers and abusive employers and labor recruiters who engage in labor trafficking through the use of force or fraud.

Protection

The U.A.E. government made limited progress in protecting trafficking victims this year. The government continues to detain and deport victims for unlawful acts committed as a result of being trafficked. Although some women are trafficked to the U.A.E. for commercial sexual exploitation, some are forced into prostitution after their arrival, and others enter prostitution willingly but encounter coercion or force afterwards. Victims who voluntarily enter the U.A.E. with the intent of entering the sex trade are treated as criminals regardless of any victimization that occurs after their arrival. Similarly, the U.A.E. does not consider laborers forced into involuntary servitude as trafficking victims if they are over the age of 18 and entered the country voluntarily. Many cases of forced labor are therefore not investigated. There are no formal mechanisms to identify women who are trafficked into domestic servitude or prostitution, or men who are trafficked into bonded laborers. Women who formally identify themselves as trafficking victims may access government provided

temporary housing in hotels, counseling, medical care, and repatriation aid in Dubai. The Dubai government also refers self-identified victims to an NGO-sponsored shelter. However, the U.A.E. does not offer victims asylum, residence, or other legal alternatives to removal to source countries where they may face retribution. Thus, many victims are reluctant to report being trafficked. Victim Assistance Coordinators in police stations reportedly encourage victims to assist in trafficking investigations, but many victims still conceal the fact that they were trafficked for fear of arrest and deportation. In December 2006, the U.A.E. committed to funding a $9 million expansion of a U.A.E.-UNICEF project to provide assistance to children who had been forced to work as camel jockeys in the U.A.E. and were repatriated two years ago.

Prevention

The U.A.E. made some progress in preventing trafficking this year. The Dubai police operated a Web site and 24-hour hotline for trafficking victims to lodge complaints. The U.A.E. also continued an awareness campaign including public advertisements and pamphlets distributed in airports, worksites, and embassies warning potential victims of their rights and resources. The U.A.E., however, still has not ratified the 2000 UN TIP Protocol.

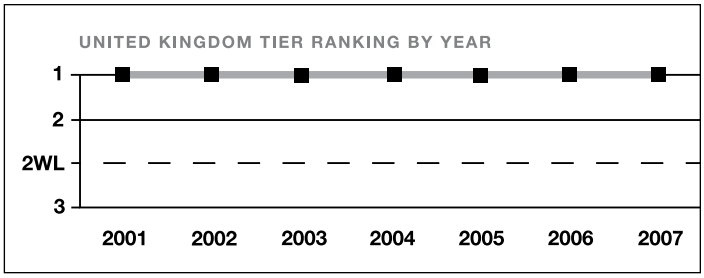
UNITED KINGDOM (Tier 1)

The United Kingdom (U.K.) is primarily a destination country for women, children and men trafficked for the purposes of commercial sexual exploitation and forced labor. Some victims, however, are also trafficked within the country. The majority of victims are women trafficked internationally to the U.K. for sexual exploitation, though children are also trafficked to the U.K. for the same purpose. Migrant workers are trafficked to the U.K. for forced labor in agriculture, construction, food processing, domestic servitude, restaurants and possibly for illicit activities such as street theft. Children, particularly from West Africa, are also trafficked to the U.K. for forced labor in cannabis factories and Afghan minors may be trafficked for forced manual labor. Main sources of foreign trafficking victims found in the U.K. are Lithuania, Russia, Albania, Ukraine, Malaysia, Thailand, the People's Republic of China, East and Central Africa, Nigeria, and Ghana.

The Government of the United Kingdom fully complies with the minimum standards for the elimination of trafficking. Over the last year, U.K. authorities launched aggressive anti-trafficking law enforcement efforts and sustained significant measures to identify and provide specialized care to adult female sex trafficking victims. To strengthen its response to trafficking, the U.K. should rely more on its specific anti-trafficking laws and less on related laws to prosecute traffickers, and provide systematic and specialized care for child trafficking victims.

Prosecution

The U.K. government demonstrated strong efforts to combat trafficking through law enforcement in the last year. The U.K. prohibits all forms of trafficking through its 2004 Sexual Offenses Act and its 2004 Asylum and Immigration Act. Under these laws, any form of trafficking carries a sufficiently stringent maximum penalty of 14 years, although the punishment for sex trafficking is less severe than that prescribed for rape. In 2006, U.K. authorities prosecuted 109 individuals for trafficking offenses, 28 of whom were convicted and nine of whom were acquitted. The remaining 75 prosecutions are ongoing. Of the 28, 23 received prison sentences of four years or greater, while two traffickers received less severe sentences of 27 and 30 months, two received a caution, and one received an undisclosed sentence for managing a brothel. Although the government is developing best practices for enforcing its specific anti-trafficking laws, many trafficking cases are prosecuted using non-trafficking statutes, making accurate law enforcement data difficult to obtain. From March to May 2006, the government carried out Operation Pentameter, deploying 55 police units to conduct 515 raids of off-street prostitution sites in the UK. Police arrested 232 individuals, of whom 134 have been charged with sex trafficking or related crimes. In April 2006, the government established the Serious and Organized Crime Agency (SOCA) dedicated to dismantling organized crime, including trafficking. In October 2006, the government launched the U.K. Human Trafficking Center (UKHTC), an entity under the Association of Chief Police Officers that will share trafficking intelligence with SOCA and develop training modules to help attorneys to more effectively prosecute traffickers.



Protection

The government demonstrated solid efforts to provide care for adult women trafficked for sexual exploitation. It continued to encourage these victims to assist in trafficking investigations and prosecutions by funding two NGOs to provide rehabilitation services to victims who choose to assist law enforce-

ment officials. During the year, the government provided care to 169 adult sex trafficking victims trafficking into the U.K. Through Operation Pentameter, police rescued 84 women and children trafficked for sexual exploitation. The government created a position within the UKHTC for a victim care coordinator who will develop best practices for first responders dealing with trafficking victims. NGOs published reports critical of the government's lack of systematic and specialized assistance for child trafficking victims. The government places child victims in the care of general social services, such as foster care. The U.K. government did not provide systematic and specialized victim care for adult victims of labor trafficking. The U.K. provides foreign victims with some legal alternatives to their removal to countries where they face hardship or retribution. By filing asylum, humanitarian protection or extraordinary relief claims on a case-by-case basis, such victims may obtain residency. Victims are not inappropriately incarcerated, fined, or penalized for unlawful acts as a direct result of being trafficked.

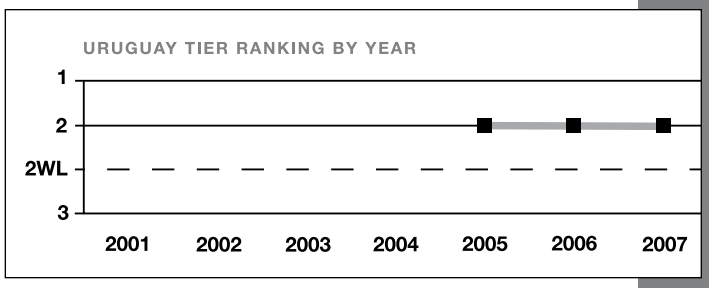
Prevention

The Government of the United Kingdom continued strong efforts to educate the public about trafficking during the reporting period. As 2007 marks the 200th anniversary of the abolition of the slave trade in the former British Empire, the government has used this anniversary to raise awareness of modern forms of slavery as well. For example, a U.K. official gave a speech in Romania — a source country for victims trafficked to the U.K. — drawing a parallel between slavery and trafficking. He also made similar remarks in a speech to Parliament in April 2006. The government has put up anti-trafficking posters targeting brothel patrons, such as one captioned "male friend or trafficker?" The government is in the process of finalizing its draft national action plan to combat trafficking and has made an electronic version available for public viewing.

URUGUAY (Tier 2)

Uruguay is principally a source country for women and children trafficked within the country, particularly to border and tourist areas, for the purpose of commercial sexual exploitation. Reports also indicated that some poor parents turned their children over for forced domestic or agricultural labor in rural areas.

The Government of Uruguay does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. While official reports of trafficking are few, the government has strengthened programs to educate and warn potential victims. The government should consider updating national laws to criminalize all forms of trafficking, increase efforts to train government personnel throughout the country to identify and investigate potential trafficking situations, and provide greater assistance to victims.



Prosecution

The Government of Uruguay showed limited progress in its anti-trafficking law enforcement efforts over the last year. Uruguay prohibits some forms of trafficking pursuant to a 2004 anti-trafficking law and a series of older statutes, which provide a range of penalties from 1 to 12 years in prison. However, Uruguay's anti-trafficking laws do not address trafficking of adults; most trafficking-related crimes fall under commercial sexual exploitation of children, fraud, or slavery laws. The government made limited progress in investigating and prosecuting trafficking cases during the reporting period. Police arrested two individuals in separate cases of exploiting children for pornography, and investigated three other cases of trafficking for commercial sexual exploitation. The government cooperates with neighboring and European authorities on international trafficking cases. There is no evidence of official facilitation of human trafficking.

Protection

The Government of Uruguay continued to lack the capacity to assist all possible trafficking victims during the reporting year. The government provided some assistance to NGOs working in the area of trafficking, but the availability of services remained uneven across the country. The government encourages but does not force victims to assist in the investigation and prosecution of their traffickers. Victims' rights are generally respected, and there were no reports of victims being jailed, deported, or otherwise penalized. Uruguayan law provides legal alternatives to the removal of foreign victims to countries where they face hardship or retribution.

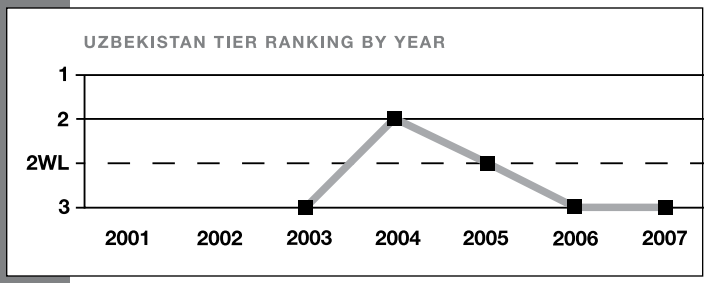
Prevention

Government efforts to raise public awareness, particularly among groups most vulnerable to trafficking, remained steady during the reporting period. The Ministry of Education continued to air hard-hitting anti-trafficking commercials on national television, and maintained its program of including anti-trafficking segments in its sex education curriculum. The government relies on NGOs and other funding sources for additional anti-trafficking prevention efforts.

UZBEKISTAN (Tier 3)

Uzbekistan is a source country for women and girls trafficked to the U.A.E., Israel, India, Malaysia, South Korea, Russia, Kyrgyzstan, Japan, Thailand, and Turkey for the purpose of commercial sexual exploitation. Some women from other Central Asian countries and the People's Republic of China are trafficked through Uzbekistan. Men are trafficked to Kyrgyzstan, Kazakhstan, and Russia for purposes of forced labor in the construction, cotton, and tobacco industries. Men and women are also trafficked internally for the purposes of domestic servitude and forced labor in the agricultural and construction industries. In 2005, IOM estimated that more than 500,000 Uzbeks are trafficked annually.

The Government of Uzbekistan does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Uzbekistan is placed on Tier 3 for a second consecutive year. Although the government demonstrated minimal prevention efforts and held inter-agency meetings in March 2007 to discuss trafficking, it again made no significant efforts to improve law enforcement and victim protection and failed to address key legal and infrastructure concerns cited in the previous Report. Uzbekistan made no progress in the adoption of comprehensive anti-trafficking legislation which has been pending since 2003; failed to amend its criminal code to increase trafficking penalties; and did not provide any tangible support — financial or in-kind — to the country's two anti-trafficking shelters. Uzbekistan also failed to approve its National Action Plan on trafficking. The government must address these deficiencies in order to improve overall anti-trafficking efforts in Uzbekistan.



Prosecution

Uzbekistan did not demonstrate a pattern of vigorous law enforcement efforts to combat trafficking in persons during the reporting period. Uzbekistan's current laws do not criminalize all forms of trafficking in persons. Some articles of the government's criminal code are used to prosecute sex trafficking cases and some labor trafficking cases, though current laws do not adequately criminalize all forms of forced labor. Penalties prescribed under the trafficking-related statutes of the criminal code range from five to eight years; however, all convicted persons who are given sentences of less than 10 years are granted amnesty and thus serve no time in prison. Trafficking offenders are therefore not adquately punished. The penalties under the trafficking-related statutes are commensurate with punishments prescribed for other grave crimes, such as rape. Reports continued of government officials involved in trafficking-related bribery and fraud. In February 2007, a Ministry of Internal Affairs Lieutenant Colonel was sentenced to 10 years in prison for attempting to bribe and threaten a victim of trafficking.

Protection

The government failed to provide direct support to the majority of victims and demonstrated few substantive efforts to improve victim assistance and protection during the reporting period; one victim was provided with housing and assistance by government officials in October 2006, which is a notable and encouraging sign of increased awareness of victim assistance needs in Uzbekistan. Airport police continued to refer some identified female victims to the NGO-run trafficking shelters, although NGOs and international organizations provided the bulk of victim assistance. In 2006, NGOs reported assisting 681 victims. The government, however, provided no victim or witness protection. While the government encouraged victims to assist in investigations, many victims were afraid to provide testimony or information for fear of retribution by their traffickers. Because traffickers continued to serve no time in prison, some victims may be discouraged from participating in legal proceedings; however, the government acknowledges that voluntary cooperation of victims is critical to effective law enforcement efforts.

Prevention

Uzbekistan demonstrated modest prevention efforts during the reporting period. State-controlled television and radio stations aired programs and NGO produced public service announcements that discussed human trafficking. State media also continued to advertise 10 regional hotlines run by NGOs. Although the government directed Border Guards at airports to give more scrutiny to unaccompanied young women traveling to recognized destination countries, Border Guards and Customs officials need more training in trafficking detection and prevention. Uzbekistan has not ratified the 2000 UN TIP Protocol.

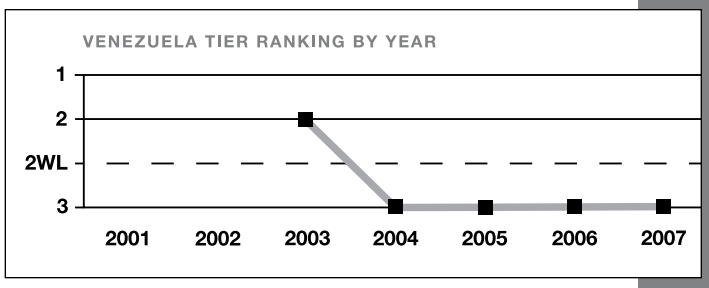
VENEZUELA (Tier 3)

Venezuela is a source, transit, and destination country for women and children trafficked for the purposes of commercial sexual exploitation and forced labor. Women and children from Brazil, Colombia, Peru, Ecuador, the Dominican Republic, and People's Republic of China are trafficked to and through Venezuela and subjected to commercial sexual exploitation or forced labor. Venezuelans are trafficked internally and to Western Europe, particularly Spain and the Netherlands, and to countries in the region such as Mexico, Aruba, and the Dominican Republic, for commercial sexual exploitation. Venezuela is a transit country for undocumented migrants from other countries in the region, particularly Peru and Colombia, and for Asian nationals; some may be trafficking victims.

The Government of Venezuela does not fully comply with the minimum standards for the elimination of trafficking and is not making significant efforts to do so. Nonetheless, the government made efforts to train public officials and undertake initiatives to raise public awareness during the reporting period. The government should amend its laws to prohibit all forms of trafficking in persons, consistent with international standards, and show a credible effort to investigate and prosecute trafficking offenses and to convict and sentence trafficking offenders.

Prosecution

The Government of Venezuela made no discernable anti-trafficking law enforcement efforts over the last year. Venezuela does not prohibit all forms of trafficking in persons, though various provisions of its legal code criminalize some forms of sex and labor trafficking. Article 16 of the Organic Law Against Organized Crime, passed in 2005, prohibits human trafficking across international borders and prescribes penalties ranging from 10 to 18 years' imprisonment. Provisions of Venezuela's 2004 Naturalization and Immigration Law criminalize transnational trafficking for labor exploitation, for which prescribed punishment is 4 to 10 years' imprisonment. However, these laws do not address trafficking of adults within the country. The Child Protection Act and various articles of the penal code can be used to prosecute internal trafficking of minors, but many of these statutes carry low penalties. Despite existing prosecutorial tools for punishing many forms of trafficking, the Venezuelan government has not reported any trafficking prosecutions or convictions during the reporting period. The government operates a national hotline through which it receives trafficking complaints, though it is not known how many were received during the last year. The government also provided anti-trafficking training to public officials. There



were no confirmed reports of government complicity with human trafficking in 2006.

Protection

The Venezuelan government's efforts to assist trafficking victims remained inadequate during the reporting period. The government does not operate shelters dedicated specifically for trafficking victims, and there are no witness protection or restitution programs. Moreover, the government showed no evidence of implementing procedures for identifying trafficking victims among vulnerable populations, such as persons detained for prostitution or immigration violations. The lack of witness protection provisions in Venezuelan law discourages victims from filing charges or assisting in the investigation of their traffickers. The government provides some legal protection from foreign victims' removal to countries where they may face hardship or retribution. In cases where safe repatriation is not possible, the government refers victims to the UNHCR or the Red Cross for third country placement.

Prevention

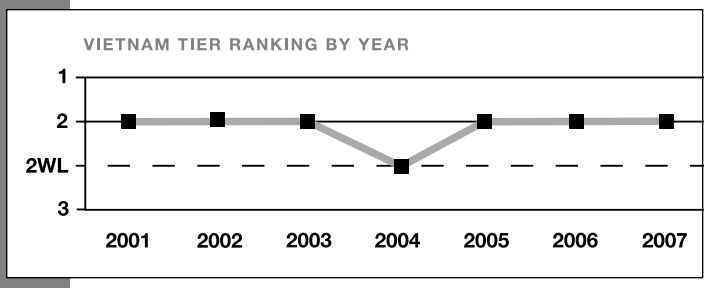
The government sustained efforts to raise public awareness about the dangers of human trafficking. In August 2006, the government launched a community-awareness campaign to encourage trafficking victims to press charges against traffickers, and to utilize victim services provided by the government. The government also provided modest support to anti-trafficking activities by NGOs and created an ad-hoc working group to draft a national plan of action to combat trafficking in persons.

VIETNAM (Tier 2)

Vietnam is a source and destination country for men, women, and children trafficked for the purposes of sexual exploitation and forced labor. Vietnamese women and girls are trafficked to Cambodia, the People's Republic of China (P.R.C.), Thailand, Hong Kong, Macau, Malaysia, Taiwan, the United Kingdom, and the Czech Republic for commercial sexual exploitation. Traffickers sometimes disguise victims as tourists or workers under a labor export program and traffic them to Hong Kong, Taiwan, or Malaysia, or recruit girls through

job service centers and then sell them to gangs based in the P.R.C. and Malaysia or use Internet chat rooms to lure prospective victims.

There continued to be credible reports that some Vietnamese women married through international brokers have been trafficked or abused. The number of fraudulent marriages to Taiwan nationals has decreased, due to more stringed immigration regulations by the Taiwanese authorities, while the number of South Korea-destined brides has more than doubled in the last five years. Vietnamese women and girls are lured with promises of employment and trafficked into sexual exploitation, forced labor, and forced marriage in the P.R.C. There were some reported cases of Vietnamese children trafficked to the United Kingdom to work in the drug trade. There are reports of Vietnamese women and men trafficked to Malaysia, Taiwan, Thailand, Saudi Arabia, and the Middle East for forced and bonded labor as domestics, factory workers, or in the construction industry. Some of Vietnam's licensed and unlicensed export migrant labor recruiting agencies have contributed to trafficking, in some cases charging clients upward of $7,000 for the opportunity to work abroad, and leading some men and women into debt bondage and abusive labor situations abroad. In 2006, the Government of Vietnam passed a new Export Labor Law to better regulate such export labor enterprises and make overseas work contracts and fees more transparent. The new law will take effect in late 2007. Vietnam is a destination country for trafficked Cambodian children who are taken to urban centers for forced labor or sexual exploitation. There is also significant internal trafficking of women and children from rural areas to urban centers and of street children for forced labor and sexual exploitation.



The Government of Vietnam does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Vietnam made progress in combating sex trafficking over the past year by improving funding and implementation of its 2004-2010 National Program of Action and by overall increasing its investigations, arrests, prosecutions, and convictions of traffickers. In addition, Vietnam has built key anti-trafficking partnerships with Cambodia and the P.R.C. Vietnam needs to take more steps to protect foreign workers from being trafficked and to protect those that are victims of involuntary servitude. Passage of the new Export Labor Law in late 2006 holds promise if adequately implemented and enforced. Vietnam should also make efforts to prosecute and convict any public officials who profit from or are involved in trafficking. The Vietnamese government should continue to step up efforts to vigorously prosecute and sentence foreign sex tourists.

Prosecution

The Vietnamese government demonstrated increased law enforcement efforts to combat trafficking in persons. Vietnam criminally prohibits all forms of sex trafficking through the 2003 Ordinance on Prevention of Prostitution. Articles 119, 120, and 275 of its 1999 penal code cover trafficking in women, children, and all persons for labor exploitation, respectively. Penalties prescribed for trafficking for sexual and labor exploitation are sufficiently stringent and those for sexual exploitation are commensurate with those for other grave crimes. Lack of standardized and comprehensive legislation impedes more effective punishment of trafficking offenders. The Supreme People's Court reported that in 2006, Vietnamese courts tried more than 700 trafficking cases nationwide, with a total of 1,700 victims of which more than 200 involved children. Vietnamese courts convicted more than 500 individuals on trafficking charges last year with several receiving the 20-year maximum sentence. The Supreme People's Court cited these statistics as a 60 percent increase in trafficking cases over the last five years. The Ministry of Public Security police broke up a trafficking ring, led by a Taiwanese couple, involved in taking Vietnamese women to Taiwan, Malaysia, and Singapore for forced labor or brokered marriages and arrested 73 individuals and assisted 266 victims.

In May 2006, the government signed an anti-trafficking law enforcement memorandum of understanding with the P.R.C. and began joint cross-border law enforcement training and public awareness campaigns. Vietnamese officials arrested former British pop star "Gary Glitter" (a.k.a. Paul Francis Gadd) in 2005 and convicted him in 2006 for committing sexual acts with two underage girls in southern Vietnam. He was sentenced to three years in prison, which was reduced by three months in early 2007. Glitter initially faced more serious charges, but the government pursued lesser charges after victims recanted their stories. The government assisted in the USG's prosecution and conviction of a U.S. child sex tourist. There are no indications that high-level government officials are involved in trafficking, but instances occur in which local officials at border crossings and checkpoints receive

bribes to look the other way. In Hue, government security officials broke up a criminal ring involving a local government official trafficking children to Ho Chi Minh City to sell flowers. In January 2007, Ho Chi Minh City police broke up two criminal rings trafficking Vietnamese women to Malaysia for forced prostitution.

Protection

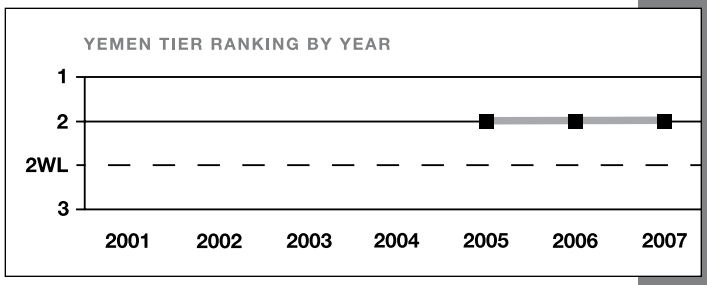
The Vietnamese government demonstrated progress in improving victim protection and assistance in 2006. Trafficking victims in Vietnam are encouraged to assist in the investigation and prosecution process, as well as file suit against traffickers. The government has no formal system of identifying victims of trafficking, but the Vietnam Women's Union and international organizations provided training to the Border Guard Command and local authorities on how to identify, process, and treat victims. Trafficking survivors returning to Vietnam are not detained, arrested or placed in protective custody against their will. Non-resident women in prostitution are more likely to be incarcerated than locals and there has not been a concerted effort by government authorities to screen females arrested for prostitution to determine if they were trafficked. The government began spending $4.86 million from the 2005-2010 State budgets to improve services and facilities for returned and at-risk women and children. During the reporting period, the government issued new regulations and specific government-wide protocols for the return and reintegration of trafficking victims. It also issued Decision No. 05/2007, which established maximum rates for labor export brokerage fees and stipulates that these fees be charged only once and are reflected in the workers contract, in an effort to protect workers from debt bondage. The government established a global fund that Vietnamese embassies and consulates can tap into to assist in the repatriation of trafficking victims.

Prevention

The Vietnamese government continued to demonstrate progress in 2006 in efforts to prevent trafficking through public awareness. Vietnamese Women and Youth Unions developed numerous anti-trafficking information products and advertising, radio campaigns, and interventions at schools in high-risk areas. The Ministry of Labor, Invalids and Social Affairs' (MOLISA) Department of Social Evils Prevention conducted public awareness campaigns targeting victims and high-risk groups. A legal handbook has been developed for judges and prosecutors. International organizations and NGOs continued collaborating with the government to provide training and technical assistance to various government and law enforcement entities as well as partnering in public awareness campaigns. Vietnam has not ratified the 2000 UN TIP Protocol.

YEMEN (Tier 2)

Yemen is a source country for women trafficked internally and possibly to Saudi Arabia for the purpose of commercial sexual exploitation, as well as a possible destination country for women from Ethiopia, Eritrea, and Somalia. Some Yemeni girls fleeing forced marriages or abusive families are trafficked within the country for commercial sexual exploitation. Yemen is also a country of origin for children, mostly boys, trafficked for forced begging, forced unskilled labor, or street vending. Yemeni children are trafficked over the northern border into Saudi Arabia or to the Yemeni cities of Aden and Sana'a to work primarily as beggars. Estimates reflect that the age of children trafficked for forced begging ranges from 7 to 16 years, with the majority being between 12 and 14 years of age.



The Government of Yemen does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. In February, Yemen established a technical committee to combat child trafficking. The government also increased its public awareness campaigns to educate families, local councils, and teachers on the dangers of trafficking. Yemen should, however, significantly increase prosecutions of trafficking crimes, improve protection services available to victims of trafficking for commercial sexual exploitation, and should prevent the incarceration of trafficking victims. Yemen should also institute a formal victim identification mechanism to identify and refer victims to protection services.

Prosecution

The Government of Yemen did not improve its efforts to punish trafficking crimes over the past year. Yemeni law does not prohibit trafficking for the purposes of commercial sexual exploitation or involuntary servitude, but Article 248 of the penal code stipulates a 10-year prison sentence for anyone who "buys, sells, or gives as a present, or deals in human beings; and anyone who brings into the country or exports from it a human being with the intent of taking advantage of him." Article 161 of Yemen's Child Rights Law specifically protects children from prostitution. Yemen reported 12 convictions for trafficking of children for involuntary servitude abroad, with sentences ranging from six

months' to three years' imprisonment. The government prosecuted only one trafficker for commercial sexual exploitation, sentencing her to three months' imprisonment for trafficking at least two minor girls into the sex trade. Moreover, despite reports of corruption among government officers, Yemen did not prosecute any officials for involvement in trafficking.

Protection

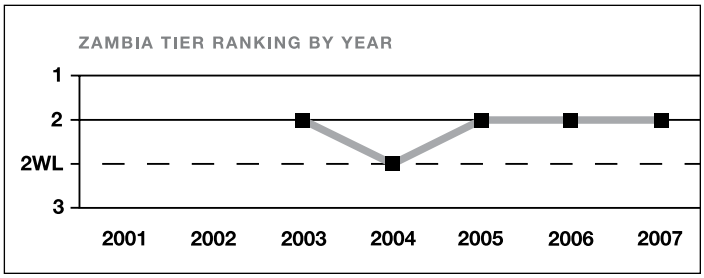
Yemen made limited progress in protecting victims of trafficking during the reporting period. The government continues to operate a reception center providing child victims repatriated from Saudi Arabia with social services, limited medical care, and family reunification services. In 2006, this center received 796 children, and reunited 758 of them with their parents. The government, however, did not provide any protection services to victims of trafficking for commercial sexual exploitation. There have been reports that some sex trafficking victims, including minors, may be arrested and jailed for prostitution; for example, in early 2007, two minor Yemeni sex trafficking victims were arrested and kept in a juvenile detention home for one to three months. The government does not encourage victims to assist in investigations against their traffickers, and does not offer legal alternatives to removal to countries in which they may face hardship or retribution. A hotline for trafficking victims to report abuse, established in 2005, is no longer operational. Yemen should do more to ensure that victims of sex trafficking are not punished, but are provided with protection services, including shelter, medical and psychological care, and repatriation assistance.

Prevention

Yemen made modest progress in preventing trafficking in persons over the past year. The government sponsors a limited anti-trafficking public awareness campaign in targeted northern areas to educate families and local leaders on the dangers of child trafficking; according to UNICEF, this program reached as many as 4,000 families, local councils, religious leaders, and teachers in 2006. The government also cooperated with Saudi Arabia to prevent and address the cross-border trafficking of children for involuntary servitude through a bilateral governmental committee. The two governments agreed to conduct a joint study in order to tackle child trafficking in a cooperative and systematic manner, and to establish a mechanism to coordinate the return of trafficked children in order to prevent them from being re-trafficked. Yemen has not ratified the 2000 UN TIP Protocol.

ZAMBIA (Tier 2)

Zambia is a source and transit country for women and children trafficked for the purposes of forced labor and sexual exploitation. Child prostitution exists in Zambia's urban centers, often encouraged or facilitated by relatives and acquaintances of the victim. It is likely that many Zambian child laborers, particularly those in agriculture and domestic service, are also trafficking victims. Zambian women, lured by false employment or marriage offers, are trafficked to South Africa via Zimbabwe for sexual exploitation. Zambia is a transit point for regional trafficking of women and children, particularly from the Democratic Republic of the Congo to South Africa.



The Government of Zambia does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. To further its efforts to combat trafficking, the government should pass and enact comprehensive anti-trafficking legislation, formalize a victim interviewing and referral process, and increase public awareness, including among government officials, of human trafficking.

Prosecution

Zambia's government sustained a weak anti-trafficking law enforcement effort over the reporting period. Zambia prohibits all forms of trafficking through a 2005 amendment to its penal code, which prescribes penalties of 20 years to life in prison — penalties that are sufficiently stringent and commensurate with those for rape. The statute does not, however, define trafficking or set out the elements of the offense, thus limiting its utility. The government obtained its first conviction under this statute during the reporting period, but it took minimal additional law enforcement action against traffickers exploiting Zambian children. During the year, the government, with outside technical help, began drafting a comprehensive anti-trafficking law and policy. In March, police in Serenje arrested a man for attempting to sell his 10-year old son for the equivalent of $215. In January 2007, the High Court found him guilty of trafficking under the 2005 penal code amendment, and sentenced him to 20 years in prison. In April 2006, immigration officials detained two Chinese women suspected to be traf-

ficking victims as they attempted to board a flight to London using forged travel documents; their handler escaped before he could be taken into custody.

Protection

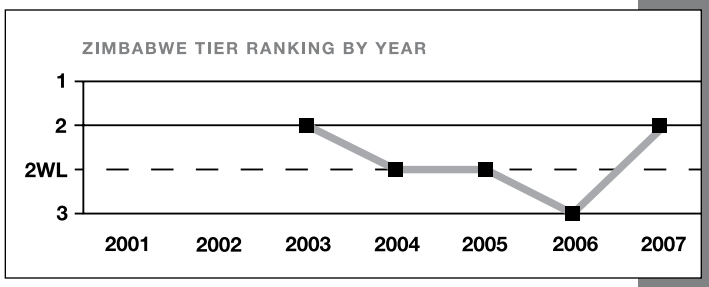
The government's efforts to protect victims of trafficking remained extremely limited. There are no formal victim identification or referral procedures in Zambia. In some cases, victims are placed in shelters operated by NGOs. During the year, Zambian authorities worked with IOM and an NGO to shelter and repatriate two trafficked Chinese women. The Ministries of Education and Labor worked with a local NGO to remove children from situations of forced labor, including girls in prostitution, and provide them with formal education and vocational training. In 2006, the government allocated $142,500 to the Ministry of Labor's Child Labor Unit, almost twice the amount given the previous year. This unit's 50 child labor inspectors, due to lack of transportation and other resources, conducted fewer than 50 inspections in 2006 and resolved most violations through mediation and counseling. The government encouraged victims to assist with the investigation and prosecution of traffickers. Identified victims are not detained, jailed, deported, or otherwise penalized for unlawful acts committed as a result of their being trafficked.

Prevention

While Zambia lacks a comprehensive public awareness campaign, the government sustained efforts to prevent vulnerable children from being trafficked. It continued operation of two youth camps that provided 18 months of counseling and rehabilitation services to street children vulnerable to trafficking, including girls removed from prostitution; 204 children graduated from the camps in 2006. After graduation, some children opted to be placed in one of 16 Youth Resources Centers where they refined trade skills such as carpentry, tailoring, or poultry farming. The Child Labor Unit provided public education on the worst forms of child labor by staging public events to raise awareness, speaking in schools, and informally counseling families, children and employers. The government's inter-agency committee on trafficking made progress toward realizing the goals of its three-pronged anti-trafficking strategy that focuses on drafting a comprehensive law, conducting a baseline study, and raising public awareness. The government-owned radio station broadcasted IOM public service announcements on trafficking. The committee also facilitated the work of an outside expert who drafted a comprehensive national policy on human trafficking after consulting with NGOs and other stakeholders.

ZIMBABWE (Tier 2)

Zimbabwe is a source, transit, and destination country for women and children trafficked for the purposes of forced labor and sexual exploitation. Rural Zimbabwean children are trafficked into cities for agricultural labor, domestic servitude, and commercial sexual exploitation. Zimbabwean women and children are reportedly trafficked for sexual exploitation in towns along the borders with the four surrounding countries. Young women and girls are also lured to South Africa, People's Republic of China, Egypt, the United Kingdom, Canada, and Zambia with false employment offers that result in involuntary domestic servitude or commercial sexual exploitation. Women and children from the Democratic Republic of the Congo, Malawi, Mozambique, and Zambia are trafficked through Zimbabwe en route to South Africa. Small numbers of South African girls are trafficked to Zimbabwe for forced domestic labor.



The Government of Zimbabwe does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. Over the last year, the government displayed a more vigorous commitment to addressing trafficking in persons issues. To further its efforts to combat trafficking, the government should complete investigations of pending cases and prosecute suspected traffickers; advance comprehensive anti-trafficking legislation; and launch a broad awareness raising campaign that educates all levels of government officials, as well as the general public, on the nature of trafficking and the availability of assistance for victims.

Prosecution

Zimbabwe's anti-trafficking law enforcement efforts significantly increased; during the year, the government investigated cases of trafficking and registered its first anti-trafficking conviction. Zimbabwe does not prohibit all forms of trafficking in persons, though existing statutes outlaw forced labor and numerous forms of sexual exploitation. In June, a magistrate's court in Harare convicted a woman under the Criminal Law Act for, under the guise of providing legitimate employment, procuring a minor and forcing her into prostitution; she was sentenced to four years in prison. Nine other separate criminal

cases against traffickers are currently being prosecuted in the magistrate's court or are under investigation by police. Zimbabwean police made concerted efforts to halt commercial sexual exploitation throughout the country, arresting both individuals in prostitution and their clients; apprehended minors were not detained, but instead were interviewed by the police's Victim Friendly Unit (VFU) and referred for counseling. In early 2006, Interpol's local office established a Human Trafficking Desk to coordinate Zimbabwe's involvement in international investigations; the government seconded two police officers to staff this desk. During the year, the officers worked on several human trafficking investigations, including an ongoing investigation with the Ministry of Foreign Affairs, Malawian police, and IOM to secure the return of a Zimbabwean trafficking victim and investigate the culprits.

Protection

Zimbabwe's protection of trafficking victims improved during the reporting period. In contrast to the previous reporting period, there were no reports of government harassment of NGOs working against trafficking last year. Although the government lacked resources to provide protective services, VFU and immigration officials utilized an established process for referring victims to international organizations and NGOs that provide shelter and other services. NGOs reported that, during the year, government officials interviewed and generally referred trafficking victims for counseling and assistance in an expeditious manner. For example, police and the Department of Social Welfare referred two trafficking victims to IOM's reception center for deportees at the Beitbridge border crossing. In 2006, the government identified at least 12 trafficking victims and Zimbabwe's embassy in South Africa referred two additional victims to IOM. The government encourages victims to assist in the prosecution of traffickers and offers foreign victims relief from deportation while they receive victim services and their cases are investigated. South African authorities deported 109,532 Zimbabweans in 2006; the growing number of illegal migrants deported from South Africa and Botswana, combined with a crippling lack of resources, severely impeded the government's ability to effectively identify victims of trafficking among the returnees.

Prevention

Human trafficking received increasing attention during the year, though efforts remained modest. There is a general lack of understanding about trafficking across government agencies, especially at the local level. However, senior government officials frequently speak out about the dangers of trafficking and illegal migration, and the state-run media printed and aired warnings about false employment scams, prostitution, and exploitative labor conditions. In April 2006, the government established an inter-ministerial taskforce on trafficking, but the taskforce took no concrete action during the year. Zimbabwe has not ratified the 2000 UN TIP Protocol.



IOM Lisbon initiated Cooperação, Acção, Investigação, Mundivisão (CAIM) project, including a public awareness campaign against sexual exploitation and human trafficking.

FREE THE DALITS



SHARE THE WELL.

There is a group of people in India numbering about 250 million that has been oppressed for 3000 years. These people, the DALITS, who are traditionally knows as "outcastes" or "untouchables," are barred from many activities and economic opportunities, and often end up in slave-like bonded labor. They are even forced to drink water from disposable clay cups and separate wells so that no upper caste person will risk *contamination by a Dalit's uncleanliness*.



A new public awareness campaign launched by the Government of Brazil, the poster reads: "If someone offers you lodging, food, and clean clothes outside the country, be wary." And below: "Don't be the next victim. Be wary of fantastic offers of work abroad."

SPECIAL CASES

THE BAHAMAS

Limited data suggest a possible labor trafficking problem in The Bahamas. The Bahamas remains a special case for a second consecutive year, because the presence of large numbers of undocumented migrants in the country continues to raise concerns that there may be a significant number of trafficking victims in need of assistance. To be more proactive, the government should consider enacting laws to prohibit all forms of trafficking in persons, particularly forced labor of adults, and expand training for officials to identify and investigate potential trafficking situations. Providing greater assistance and legal protections for trafficking victims is an additional goal.

Scope and Magnitude. The Bahamas may be a destination country for men, women, and children trafficked for the purpose of labor exploitation. Approximately 25 percent of the country's population consists of Haitian nationals, who are mostly in the country illegally. Of the 20,000 to 50,000 undocumented Haitian immigrants in The Bahamas, some may be subjected to conditions of involuntary servitude. Although these migrants arrive voluntarily in The Bahamas to work as domestic servants, gardeners, and in construction, local sources indicate that labor exploitation of these workers may be widespread; employers coerce them to work long hours for no pay or below the minimum wage by withholding documents or threatening arrest and deportation. Some commercial sexual exploitation of women and minors also has been identified in the country.

Government Efforts. The government has established an interagency Trafficking-in-Persons Task Force, which participates in public conferences and anti-trafficking training. While reports of human trafficking in The Bahamas may be limited, the government has taken solid steps to prevent child labor and the commercial sexual exploitation of children by conducting outreach campaigns and establishing a national hotline for reporting abuse.

To further advance its anti-trafficking efforts, the government should acknowledge and investigate the potential scope of the problem and work with its legislature to pass a comprehensive law criminalizing all forms of human trafficking. Under current Bahamian law, Title X of its Statute Law can be used to prosecute traffickers for sexual-exploitation offenses. These provisions carry penalties up to eight years' imprisonment, which are sufficiently stringent and commensurate with penalties for rape and other serious offenses. While The Bahamas has well-developed civil labor laws that guarantee workers a minimum wage, maximum working hours, and other legal protections, it does not criminalize slavery or forced labor practices. Moreover, migrant workers usually do not have access to labor protections under Bahamian law. During the reporting period, the government did not actively investigate or prosecute any alleged trafficking cases. However, Bahamian judges and prosecutors participated in anti-trafficking training, and the government works closely with U.S. authorities on international law enforcement efforts.

Victim protection efforts in The Bahamas are extremely limited. The country has no specialized shelters for trafficking victims, although domestic violence services could be expanded to trafficking victims. NGOs and faith-based organizations working with undocumented migrants have expressed a strong desire to help trafficking victims. The government also has no formal procedures for identifying trafficking victims among vulnerable populations, such as persons detained for immigration violations. The Bahamas has not ratified the 2000 UN TIP Report.

BARBADOS

Limited available data suggest the possible existence of a trafficking in persons problem in Barbados. Although there remains a lack of reliable statistical information from either the government or international organizations, the government has been proactive with both the prevention of trafficking and prosecution of traffickers. To be more effective, however, the government should consider drafting and enacting laws to prohibit all forms of human trafficking and developing national procedures for victim protection, including pre-deportation screening of undocumented immigrants for signs of victimization.

Scope and Magnitude. Anecdotal information suggests that Barbados may be a source, transit, and destination country for men, women, and children trafficked for the purposes of forced labor and commercial sexual exploitation, but there is no evidence yet of a significant number of trafficking victims. Some trafficking of minors into prostitution is allegedly facilitated by victims' families. Uncorroborated reports indicate that women and girls from Guyana, the Dominican Republic, and other Caribbean islands are trafficked to Barbados for sexual exploitation in strip clubs and brothels, as well as for domestic servitude. According to the IOM, some economic migrants may have been deceived by fraudulent offers of legitimate jobs and placed in debt-bonded prostitution after their travel documents were confiscated.

Government Efforts. While Barbados has no law specifically prohibiting human trafficking, existing statutes against crimes such as pimping, pandering, illegal immigration, and forced labor could be used to prosecute trafficking. The government has investigated and initiated prosecutions against a small number of alleged traffickers, but there have been no convictions to date. In December, a Barbadian race car driver was charged with "exercising control of movement" of two Ukrainian women in prostitution and withholding their passports, as well as pimping and living off the proceeds of prostitution. The magistrate responsible for the case dropped the charges because the two victims had already been deported. However, the government continued to prosecute a 2005 case against a local construction company for allegedly trafficking 14 Indian laborers to work on infrastructure improvements.

Anti-trafficking training would assist government officials and law enforcement personnel to identify victims and to provide support. The government is also taking steps to increase public awareness of human trafficking. The Office of Gender Affairs broadcast several public service announcements to prevent trafficking during the reporting period.

Immigration officials do not formally screen undocumented foreigners before deporting them, but there is no substantiated evidence that any deportees were trafficked. Barbados provides no legal alternatives to the removal of foreign trafficking victims to countries where they may face hardship or retribution, but there is no evidence that any trafficking victims were deported to such countries during the reporting period. Barbados has not yet ratified the 2000 UN TIP Protocol.

BRUNEI

Brunei remains a special case for a second consecutive year because the lack of reliable data makes it unclear whether there is a significant number of victims in the country. The presence of large numbers of legal migrant laborers in the country that may face conditions of involuntary servitude raises concerns that there may be a significant number of trafficking victims.

Scope and Magnitude. Brunei is a destination country for men and women who migrate legally from Indonesia, Malaysia, the Philippines, Bangladesh, and Thailand for domestic or low-skilled labor. A small but unknown number may be subjected to conditions of involuntary servitude after arrival. Victims may suffer conditions including non-payment of wages, confinement to the home and contract switching. In part due to its small size and vigorous enforcement, Brunei has a small trafficking challenge.

Government Efforts. The Government of Brunei vigorously enforces immigration and labor codes. The government demonstrated some efforts to combat trafficking in persons; however, it often relied on administrative rather than criminal penalties. The Government of Brunei prohibits sex and labor trafficking in its Trafficking and Smuggling Persons Order of 2004; however, there have never been any prosecutions under this order. Labor cases, such as contract switching and non-payment of salaries, are usually tried under the Labor Act. Penalties for commercial sexual exploitation are commensurate with those for rape. The 2004 Trafficking and Smuggling Order prescribes sentences of up to 30 years' imprisonment, which is sufficiently stringent. The Labor Act prescribes penalties for labor trafficking of up to three years' imprisonment, which is not sufficiently stringent. The enforcement section of the Department of Labor recorded 72 complaints by domestic helpers and 288 complaints by corporate and garment workers against employers who failed to pay salaries. The majority of these complaints were resolved through mediation. Local media has published reports of Brunei employers receiving administrative penalties — largely fines — for failure to pay wages. It is not clear whether any of these were investigated as trafficking cases. There were no reports of government or law enforcement complicity in trafficking during the year.

The Government of Brunei made some small efforts to protect trafficking victims. It offers shelter and other services for foreign victims when identified. While there are no foreign NGOs or international organizations in Brunei to provide victim support, the embassies of several labor source countries provide shelter, mediation, and immigration support services to their nationals. The government encourages victims to assist in investigations as witnesses. In one case that the government recognized as trafficking during the reporting period, the government encouraged the victims to participate in the investigation of the trafficker, but they refused. Under Brunei's anti-trafficking order, the government may provide temporary residence and work permits to persons identified as trafficking victims. Police and prosecutors have an ongoing, if limited, program to improve their skills in identifying victims of trafficking among vulnerable populations.

The Government of Brunei has not conducted public awareness campaign programs on trafficking, although it did conduct training for law enforcement officials on its anti-trafficking legislation. Brunei has not ratified the 2000 UN TIP Report.

HAITI

Haiti has been in transition since widespread violence and political instability led to the resignation of former President Jean-Bertrand Aristide in

2004. Since release of the 2006 Report, the country has undergone three rounds of national and local elections: presidential and parliamentary elections took place in spring 2006, and follow-up parliamentary and municipal elections were completed in December 2006. During the reporting period, Haiti struggled to establish a newly elected government and control rampant violence and crime in its capital, Port-au-Prince. Haiti remains the least developed nation in the Western Hemisphere, and is one of the poorest countries in the world, with an average per capita income of less than $500 per year, and an unemployment rate of nearly 40 percent. The UN Stabilization Mission in Haiti currently has more than 6,500 troops and 1,600 UN police on the ground to reduce gang violence and kidnappings. Due to the absence of government institutions and a well-trained and equipped national police force, Haiti has been inhibited from addressing its significant human-trafficking challenges. Haiti remains a special case for a second consecutive year in recognition of its transitional status: Its government must be in place and secure before trafficking can be meaningfully addressed. However, the U.S. government anticipates that trafficking in Haiti can be assessed in next year's Report. The following background and recommendations are provided to help guide officials of the new government.

Scope and Magnitude. Haiti is a source, transit, and destination country for men, women, and children trafficked for the purposes of commercial sexual exploitation and forced labor. The majority of trafficking in Haiti stems from poor rural families giving custody of their children to more affluent families, in the hope that they will receive an education and economic opportunities. The practice of trafficking such children, who are called *restaveks*, is widespread and often involves sexual exploitation, physical abuse, and youths being subjected to involuntary domestic servitude, a severe form of trafficking in persons. Some of these children are sent to the Dominican Republic, where they live in miserable conditions. Haitian children are also recruited or coerced into joining violent criminal gangs as fighters or thieves. Dominican women and girls are trafficked into Haiti for commercial sexual exploitation. There are reports that Dominican women are trafficked into Haitian brothels serving UN peacekeepers. Haitians also are trafficked to the Dominican Republic where they are exploited for labor on sugarcane plantations and in agriculture.

Areas for Attention for the New Government of Haiti. Haitian officials recognize that human trafficking is a serious problem in the country. The government should make every effort to pass comprehensive legislation to define and criminalize all forms of trafficking, in addition to strengthening the capacity of the Haitian National Police and the Minors Protection Brigade to investigate and prosecute trafficking cases. The government should continue to work with NGOs and social-welfare agencies to improve their ability to identify, refer, and provide services to *restaveks* and other Haitian children exploited as domestic servants. The government also should provide anti-trafficking training for judges, police, and prosecutors. Working with the Dominican Republic to improve security and aid trafficking victims along the border is an additional goal. Haiti has not ratified the 2000 UN TIP Report.

IRAQ

Iraq was in political transition during the reporting period and is therefore not ranked in this Report.

Scope and Magnitude. Iraq is a source and destination country for men and women trafficked for commercial sexual exploitation and involuntary servitude. Children are trafficked for commercial sexual exploitation; criminal gangs may have targeted young boys and staff of private orphanages and may have trafficked young girls for forced prostitution within Iraq and abroad. Iraqi women are trafficked to Syria, Jordan, Qatar, United Arab Emirates, Turkey, and Iran for the purpose of commercial sexual exploitation. Iraq is also a destination country for men and women trafficked from South and Southeast Asia for involuntary servitude as construction workers, cleaners, and domestic servants. Some of these workers are offered fraudulent jobs in safe environments in Kuwait or Jordan, but are then forced into involuntary servitude in Iraq instead; others go to Iraq voluntarily, but are subjected to conditions of involuntary servitude after arrival. Although the governments of India, Pakistan, Sri Lanka, Thailand, and the Philippines have official bans prohibiting their nationals from working in Iraq, workers from these countries are increasingly coerced into positions in Iraq with threats of abandonment in Kuwait or Jordan, starvation, or force.

Government Efforts. Throughout the reporting period Iraq has had an elected and functioning government. However, the ongoing insurgency and terrorism severely handicapped the government's ability to combat trafficking. In light of the serious security situation, Iraq remains a special case for a fifth consecutive year. The government did not prosecute any trafficking cases this year; nor did it convict any trafficking offenders. Furthermore, the government could not offer protection services to victims of trafficking, and it reported no efforts to prevent trafficking. Iraq should significantly increase criminal investigations of internal and transnational trafficking for both commercial sexual exploitation and involuntary servitude. The government should also provide victims of trafficking with protection services, and should ensure that they are not detained, punished, or discriminated against as criminals.

The Government of Iraq does not prohibit all forms of trafficking, but criminalizes the trafficking of children for commercial sexual exploitation through Article 399 of its penal code. This statute prescribes penalties of up to 10 years' imprisonment, which are sufficiently stringent to deter, but are not commensurate with those prescribed for other grave crimes. Iraq should train its law enforcement and judicial officers, and should take measures to curb the complicity of public officials in the trafficking of Iraqi women. Furthermore, the government should monitor recruitment agencies and contractors importing foreign workers to ensure that no workers are being deceived or forced to work in Iraq involuntarily.

The Iraqi government did not provide any protection services to victims of trafficking during the reporting period. The government did not operate shelters for trafficking victims, nor offer legal, medical, or psychological services. Iraq continued to lack formal procedures to identify victims of trafficking among vulnerable groups, such as women arrested for prostitution. As a result, trafficking victims were sometimes jailed for unlawful acts committed as a direct result of being trafficked. The government provided no assistance to Iraqi victims repatriated from abroad, and some were criminally punished; for example, some victims who were trafficked abroad using false documents were arrested and prosecuted upon their return to Iraq. Iraq neither encouraged victims to assist in investigations against their traffickers, nor offered foreign victims legal alternatives to removal to countries in which they may face hardship or retribution.

Iraq did not take measures to prevent trafficking in persons this year, despite reports of a growing labor trafficking problem among women and foreign nationals in the country. The government does not sponsor any anti-trafficking campaigns, and did not monitor immigration and emigration patterns for evidence of trafficking. Iraq has not ratified the 2000 UN TIP Protocol.

IRELAND

The Government and civil society have identified sex trafficking in Ireland as a potential problem. The presence of foreign women in prostitution and a growing migrant labor population in Ireland raise concerns about a potential trafficking problem in Ireland. The Government has drafted new legislation that will increase the penalty for trafficking to help prevent trafficking from becoming a significant issue in the country.

Scope and Magnitude. Ireland is a potential destination country for women and girls trafficked transnationally from Eastern Europe, Africa, Latin America, or Asia for the purposes of commercial sexual exploitation and forced labor. Unaccompanied minors from various source countries, particularly in Africa, represent a vulnerable group in Ireland that is susceptible to trafficking and exploitation.

Government Efforts. Though the police are currently investigating a small number of possible trafficking cases, the Government of Ireland did not report any trafficking prosecutions or convictions in 2006. Under current Irish law, trafficking encompasses both smuggling and trafficking. In July 2006, the government authorized the Department of Justice to draft a criminal law that will separate trafficking offenses from smuggling and increase the penalties for trafficking. Ireland's draft criminal law, when passed, will specifically define and prohibit all trafficking in persons offenses. Penalties for commercial sexual exploitation of minors are commensurate with those of rape, and penalties under existing legislation for all other forms of trafficking are up to 10 years' imprisonment.

The Government of Ireland continued to demonstrate strong efforts to protect and assist victims of trafficking in 2006. The government encourages victim participation in the investigation of traffickers, but does not pressure them to do so. Irish Naturalization and Immigration Service authorities can provide potential victims with permission to remain in Ireland. The government has a witness protection program available for trafficking victims, but no one has been protected to date by this program. The current assistance program for trafficking victims relies on NGO facilities and programs that are partially funded by the government. The Department of Justice provided over $580,000 to a local NGO to fund victim care and living expenses while victims await court appearances. The government funds IOM to assist with return and reintegration of victims.

Ireland continued to demonstrate efforts to raise awareness and prevent trafficking in persons in 2006. The Minister of Justice launched an awareness campaign in May 2006 as part of Ireland's participation in the UK's Operation Pentameter, a law enforcement effort that targets organized criminal gangs involved in trafficking. The Sexual Violence Center in Cork, which is partially funded by the government, launched a sex trafficking awareness campaign in June 2006 aimed at raising public awareness of trafficking. Ireland funds ILO programs in Albania, Moldova, and Ukraine to promote employment, vocational training, and prevent trafficking. The government's foreign assistance agency, Irish Aid, provided a total of $4.7 million for international anti-trafficking prevention and capacity-building programs in 2006. Ireland has not ratified the 2000 UN TIP Protocol.

KIRIBATI

A trafficking in persons problem in Kiribati is suspected; however, there is insufficient information to determine if there is a significant number of victims in the country.

Scope and Magnitude. International organizations and NGOs expressed concerns that internal trafficking of underage girls for the purpose of commercial sexual exploitation among crews of foreign and local fishing vessels takes place in Kiribati. Hotels, bars, boat owners, and occasionally family members, who provide or arrange transportation out to the fishing vessels profit by facilitating child prostitution. Foreign fishing vessels from Taiwan and Korea were highlighted as frequently taking young girls on board for sexual exploitation.

Government Efforts. The Government of Kiribati made insufficient efforts to combat the trafficking of children for prostitution. However, in 2005, Kiribati enacted legislation outlawing trafficking in persons in general and trafficking in children in particular, making it an offense punishable by 14 to 20 years' imprisonment. The 2005 law also provides protection from prosecution for victims of trafficking. This law is not consistently enforced. There were no reported trafficking investigations, arrests, prosecutions, convictions or sentences during the reporting period. Korean National Youth Commission representatives participated in a 2007 fact-finding mission to Kiribati and found that Korean fishing vessel crew members continued to exploit Kiribati minors. A Kiribati inter-agency transnational crime task force, which includes representatives of the police, the office of the Attorney General, immigration, customs, and finance, addresses trafficking and met monthly. A recent report alleged that, in exchange for food, alcohol, and cigarettes, some police officers assigned to prevent people from illegally boarding fishing vessels permitted women and girls who may have been underage, to board vessels to engage in commercial sexual activities.

The Government of Kiribati has a limited capacity to protect victims of trafficking and relies on civil society or international organizations to provide victim services. The government does not show evidence of a systematic effort to identify victims of trafficking among vulnerable populations, such as girls detained for prostitution violations, and it does not encourage victims to assist in the investigation or prosecution of traffickers. Law enforcement authorities have occasionally arrested young girls involved in prostitution, but have not arrested facilitators or foreign fisherman. Some victims are penalized for unlawful acts committed as a result of their being trafficked. In 2006, Kiribati's HIV/AIDS task force requested the South Korean government's assistance in helping local girls who have been sexually exploited by South Korean fishermen.

The Broadcasting and Publications Authority broadcast programs on children's rights and occasionally covers related issues including commercial sexual exploitation of children. A multi-stakeholder national advisory committee formulated a plan of action in 2003 to address commercial sexual exploitation of children, however the plan has only been marginally effective in reducing the incidence of underage prostitution.

LESOTHO

Limited available data suggests the existence of a significant trafficking in persons problem in Lesotho, although this is yet to be substantiated. Lesotho remains a special case for a second consecutive year, due to the lack of reliable statistical information — from either the government or international organizations — regarding trafficking incidents to date. To combat trafficking, the government should consider drafting and enacting laws to prohibit all forms of human trafficking, as well as launching a public awareness campaign to educate all Basotho, but particularly women, children, and traditional leaders, on the nature and dangers of irregular migration and trafficking in persons.

Scope and Magnitude. Anecdotal but uncorroborated reports indicate that Lesotho may be a source and transit country for small numbers of women and children trafficked for forced labor and commercial sexual exploitation. Trafficking within Lesotho does not appear to be organized by rings or criminal syndicates, and some anecdotal information suggests trafficking may be practiced with the sanction of a victim's family, especially in the case of children. Basotho boys may be internally trafficked for use in cattle herding and street vending, while girls may be trafficked for cattle herding, domestic servitude, or commercial sexual exploitation. There are unconfirmed reports that groups of women in some towns operate as pimps, exploiting young girls in return for food and other basic needs. After migrating to neighboring South Africa in search of work, some vulnerable Basotho women and girls may become victims of trafficking for domestic labor or commercial sexual exploitation. There is also anecdotal evidence to suggest that Chinese trafficking victims may transit Lesotho to avoid South African immigration controls.

Government Efforts. The absence of a law criminalizing trafficking limits the government's ability to address the problem. The government has not yet passed or enacted the draft Child Protection and Welfare Bill, which includes a provision prohibiting trafficking of children under the age of 18. Existing statutes prohibiting abduction, kidnapping, and the procurement of women and girls for prostitution could be used to prosecute trafficking, but were not used during the reporting period.

Unlike the previous year, the government did not investigate or prosecute any cases of human trafficking. Police and immigration authorities screen for potential smuggling, kidnapping, or fraudulent documentation, but have had no training that would allow for the accurate identification of trafficking victims. Monitoring of Lesotho's borders is inadequate; criminal elements often take advantage of the porous borders to carry out illegal activities.

Government officials are generally unaware of how to recognize victims of trafficking and, as such, do not provide specific assistance to them. Victims of abduction or kidnapping are provided with access to medical services and counseling, as well as transportation to home areas within the borders of Lesotho. In 2006, the Superintendent of Police for the Maseru Rural District distributed several hundred human trafficking brochures in his district. The Ministry of Home Affairs and the police's Child and Gender Protection Unit cooperate with the local UNICEF office to address the problem of children in prostitution. The government's ongoing incremental implementation of tuition-free primary level education is expanding school enrollment and attendance, which reduces the opportunities for child trafficking.

SOLOMON ISLANDS

The Solomon Islands is not ranked in the Report this year because available information is not of sufficient quantity or reliability to determine that there is a significant number of trafficking victims in the country. Yet there are indications that the Solomon Islands may have a trafficking problem.

Scope and Magnitude. There is anecdotal evidence that young women from Southeast Asian countries such as Indonesia, the People's Republic of China, the Philippines, and Malaysia are trafficked to the Solomon Islands for the purpose of sexual exploitation on foreign ships and in logging camps.

Anecdotal reports indicate that girls and women are trafficked internally for sexual exploitation to logging camps. Sex tourism appears to be a small problem with citizens from the U.K., Australia, and France exploiting local children. There are reports that boys and girls are taken out to foreign and local fishing vessels by their parents for commercial sexual exploitation with fishermen in exchange for fish. Children are sold for commercial sexual exploitation to pay bills or to earn school fees.

Government Efforts. In the last three and a half years, the Solomon Islands has benefited from a large-scale intervention led by Australia to enhance stability after civil unrest. The Solomon Islands criminally prohibits sex and labor trafficking in chapter 26 of its updated 1978 penal code. Penalties for commercial sexual exploitation are commensurate with those for rape. The laws prescribe penalties that are sufficiently stringent. The government may have prosecuted some cases of trafficking, but was unable to provide statistics.

The Government of the Solomon Islands has a limited capacity to protect victims of trafficking and should rely on civil society or religious organizations to provide services. Victims should be urged to participate in the investigation of traffickers or exploitative employers.

The Government of the Solomon Islands has not conducted public awareness or prevention programs on trafficking. The government does participate in public awareness programs supported by international organizations and NGOs. The Solomon Islands has not ratified the 2000 UN TIP Protocol.

SOMALIA

Somalia remains a special case for a fifth consecutive year, due to the lack of a viable central government since 1991. Its geographic area is divided among the self-styled independent Republic of Somaliland, the Autonomous Puntland Administration, and the remainder of the country, which is nominally under the control of the Transitional Federal Government (TFG). In February 2006, TFG ministers, businessmen, and faction leaders formed the Alliance for Restoration of Peace and Counter-Terrorism (ARPCT) to stabilize the country. Fighting between warlords associated with the ARPCT and the Islamic Courts Union escalated until June, when the Islamic Courts succeeded in their military takeover of Mogadishu, followed by other cities across the territory. In December, Ethiopian forces supporting the TFG entered the country, resulting in the withdrawal of the Islamic Courts from Mogadishu and disintegration of the union. Despite its recent extension of nominal control over most of southern Somalia, the TFG currently lacks the necessary means to identify, investigate, or address systematic issues in Somalia, including those related to trafficking in persons. The TFG's capacity to address human trafficking will not increase without tangible progress in reestablishing governance and stability in Somalia.

Scope and Magnitude. Information regarding trafficking in Somalia remains extremely difficult to obtain or verify; however, the Somali territory is believed to be a source, transit, and perhaps destination country for trafficked women and children. During the year, warlord militias, the Islamic Courts Union, and the TFG conscripted and recruited child soldiers for armed conflict. In September, for example, the Islamic Courts Union summoned

headmasters from Mogadishu's schools and required them to each commit a quota of school children to attend a military training program. In early 2007, the TFG reportedly recruited children unlawfully in central Somalia to supplement its army in Mogadishu. Armed militias purportedly traffic Somali women and children internally for sexual exploitation and forced labor. There are anecdotal reports of children engaged in prostitution, but the practice is culturally proscribed and not publicly acknowledged. Somali women are trafficked to the United Arab Emriates, and perhaps other destinations in the Middle East, for commercial sexual exploitation. Somali children are reportedly trafficked to Djibouti for commercial sexual exploitation. Ethiopian women are trafficked to and through Somalia to the Middle East for forced labor and sexual exploitation. In past years, trafficking networks were also reported to be involved in transporting child victims to South Africa for sexual exploitation; continuation of this practice could not be confirmed.

Government Efforts. There are laws in the Republic of Somaliland explicitly prohibiting forced labor, involuntary servitude, and slavery, but no specific laws exist against these practices in other parts of Somalia. Trafficking for sexual exploitation may be prohibited under the most widespread interpretations of Shari'a and customary law, but there is neither a unified police force in the territory to enforce these laws, nor any authoritative legal system through which traffickers could be prosecuted. Government officials are not trained to identify or assist trafficking victims and took no known action against the practice. In the absence of effective systems of revenue generation, as well as any legal means to collect resources and then distribute them for some common good, no resources are devoted to preventing trafficking or to victim protection across the majority of the Somali territory. Somalia has not ratified the 2000 UN TIP Protocol.

SWAZILAND

The existence of a significant human trafficking problem in Swaziland is suspected but unsubstantiated by reliable reporting. NGOs and law enforcement in South Africa identified a small number of trafficking cases involving Swazi women and children over the last year. Government officials lack understanding of what constitutes trafficking in persons, but have publicly acknowledged that it may be a problem. To combat trafficking, the government should consider launching a public awareness campaign to educate the Swazi population on the nature and dangers of human trafficking, investigating well-known "hot spots" of child prostitution for situations of trafficking, and enacting appropriate laws to prohibit all forms of human trafficking.

Scope and Magnitude. Swaziland may be a source and transit country for women and children trafficked for forced labor and sexual exploitation, but the existence of a significant number of trafficking victims is unconfirmed. Anecdotal evidence indicates that Swazi children are trafficked internally for commercial sexual exploitation in cities, for domestic servitude in the homes of wealthy families, and for forced labor in commercial agriculture, as well as to South Africa for domestic servitude, and possibly for commercial sexual exploitation. The country's estimated 120,000 orphans are particularly vulnerable to trafficking. Some Swazi women are forced into prostitution in South Africa, possibly after migrating to the country in search of work. Small numbers of Mozambican women may be trafficked to Swaziland for sexual exploitation, and perhaps transit through the country en route to South Africa.

Government Efforts. While Swaziland has no law specifically prohibiting trafficking, existing statutes against crimes such as kidnapping, forced and compulsory labor, aiding and abetting "prohibited immigrants" to enter the country, brothel keeping, and procurement for prostitution could be used to prosecute traffickers. However, a draft law — the Sexual Offenses and Domestic Violence Bill — which specifically criminalizes sex trafficking and mandates psychological services for victims, is scheduled to be presented to Parliament in 2007. Penalties under this bill are severe and include death if the trafficking victim is under 16 years of age or the trafficker belongs to a "syndicate." No case of child labor or trafficking has ever been presented to the Office of the Director of Public Prosecution for action, nor has any official report of trafficking been made to the Royal Swaziland Police Service's Domestic Violence, Child Protection, and Sexual Offenses Unit. While this police unit is under-trained in regard to identifying and combating trafficking, its staff has shown keen interest in the issue. The unit distributed a handout on trafficking at the annual Senior Police Officers Conference. As a result of urging by NGOs, reducing the vulnerability of orphaned children to abuse and exploitation is becoming a key concern of the government. In 2006, the government provided approximately $6.7 million for orphaned children to attend school. Swaziland has not ratified the 2000 UN TIP Protocol.

TUNISIA

Tunisia is not listed in the Report this year because available information is insufficient to substantiate a significant number of trafficking victims in the

country. Tunisia is listed as a special case due to lack of credible information of a significant number of trafficking incidents this year.

Scope and Magnitude. Tunisia is a transit country for North and sub-Saharan African men and women migrating to Europe, some of whom may be trafficked for the purpose of involuntary servitude or sexual exploitation. The Government of Tunisia does not systematically differentiate trafficking victims from illegal migrants traveling through the country. Tunisia may also be a source country for internal trafficking of children for commercial sexual exploitation.

Government Efforts. Tunisia does not prohibit all severe forms of trafficking in persons, but does prohibit forced prostitution through Article 233 of its penal code; prescribed punishment under this statute is three to five years' imprisonment. The government pursued no trafficking prosecutions under that law this year. Though government officials have a general understanding of trafficking issues, Tunisia should ensure that law enforcement officers and prosecutors are formally trained in identifying potential trafficking victims and are prosecuting trafficking cases when they arise. Tunisia should also enact a comprehensive anti-trafficking law that criminalizes all forms of trafficking in persons, assigning penalties both sufficiently stringent to deter the crime and adequately reflective of the heinous nature of the crime.

The government monitors its borders closely to interdict smuggling and trafficking rings. However, Tunisia does not employ a formal mechanism to systematically identify trafficking victims among illegal migrants and those arrested for prostitution. Victims of trafficking, if identified, have access to social services available for the abused and vulnerable. The government assigns a child protection delegate to each district to ensure that child sexual abuse victims receive adequate medical care and counseling. Tunisia also employs government workers, including social workers, to assist in three shelters for abused women and children operated by the Tunisian National Women's Union. Nonetheless, some child victims of commercial sexual exploitation may be incarcerated for prostitution. The government should institute a formal victim identification mechanism to ensure that victims of trafficking are not deported or jailed. The government should also offer victims legal alternatives to removal to countries where they may face hardship or retribution.

To prevent the abuse of Tunisian workers abroad, the government continued to deploy "social attachés" in countries with large Tunisian populations to inform those workers of their rights. The government should continue monitoring its borders to screen for potential victims of trafficking as they enter the country, and should develop anti-trafficking public awareness campaigns.

TURKMENISTAN

Turkmenistan is not listed in the Report this year because available information is insufficient to substantiate a significant number of victims in the country.

Scope and Magnitude. Turkmenistan appears to be a source country for women trafficked to Turkey, Kazakhstan, Kyrgyzstan, Pakistan, Iran, Israel, and the United Arab Emirates (U.A.E.) for the purpose of commercial sexual exploitation. Women may be trafficked internally for purposes of sexual exploitation and involuntary servitude. According to IOM, there were six confirmed Turkmen victims trafficked to Turkey in 2006. One potential victim of sexual exploitation was intercepted in Kazakhstan while en route to the U.A.E.

Government Efforts. The Government of Turkmenistan does not publicly acknowledge trafficking as a problem and does not actively investigate cases of trafficking. There are no laws prohibiting trafficking in persons, however, traffickers could be prosecuted under various articles of the penal code. Although the government does not provide specialized training for government officials in how to recognize, investigate and prosecute instances of trafficking, 40 government officials from various ministries attended a May 2006 anti-trafficking training seminar conducted by IOM. Corruption remained a serious problem throughout society and within the government, although there were no reports of government officials directly involved in human trafficking.

The Government of Turkmenistan does not monitor the trafficking situation within its borders, nor does it have a strategy to do so. There is no formal victim identification system in Turkmenistan. The government does not provide medical assistance, counseling, shelter, or rehabilitative services to victims of trafficking and does not provide funding to foreign or domestic anti-trafficking NGOs to provide services to victims; however, the government does allow IOM to provide services. In December 2005, the State Service for Registration of Foreigners formally signed an agreement with IOM to help foster greater cooperation and assistance in combating trafficking; this agreement facilitated the May 2006 anti-trafficking training seminar conducted by IOM. The government conducted no trafficking awareness campaigns or prevention efforts during the reporting period.



This poster released by the Government of Denmark raises the public's awareness about stopping the demand for sex trafficking victims and reads: "She has herself chosen it". And below: "The notion that foreign prostitutes are in Denmark to make quick money is a lie. The reality is forced sex with men up to 16 times a day and threats to her life if she does not comply. You are able to participate in stopping this trade in people. You have a choice. That is what she doesn't have".

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)	Ratification	Ratification
Afghanistan					X(a)		X(a)		X
Albania	X	X	X					X	X
Algeria	X	X	X		X(a)			X	X
Angola			X		X(a)			X	X
Argentina	X	X	X	X	X	X	X	X	X
Armenia	X	X	X	X	X	X	X	X	X
Australia	X	X	X	X	X	X	X	X	X
Austria	X	X	X	X	X	X	X	X	X
Azerbaijan	X	X	X	X	X	X	X	X	X
Bahamas	X		X					X	X
Bahrain		X(a)	X		X(a)		X(a)	X	X
Bangladesh			X	X	X	X	X	X	X
Barbados	X		X					X	X
Belarus	X	X	X		X(a)		X(a)	X	X
Belgium	X	X	X	X	X	X	X	X	X
Belize		X(a)	X	X	X	X	X	X	X
Benin	X	X	X	X	X	X	X	X	X
Bolivia	X	X	X	X	X		X(a)	X	X
Bosnia & Herzegovina	X	X	X	X	X	X	X	X	X
Brazil	X	X	X	X	X	X	X	X	X
Brunei					X(a)				
Bulgaria	X	X	X	X	X	X	X	X	X
Burkino Faso	X	X	X	X	X	X		X	X
Burma		X(a)							
Burundi	X		X			X		X	X
Cambodia	X		X	X	X	X	X	X	X
Cameroon	X	X	X	X		X		X	X
Canada	X	X	X	X	X	X	X		X
Central African Rep.	X	X(a)	X					X	X
Chad			X	X	X	X	X	X	X
Chile	X	X	X	X	X	X	X	X	X
China, People Rep.			X	X	X	X			
Colombia	X	X	X	X	X	X	X	X	X
Congo, Dem Rep of		X(a)	X		X(a)	X	X	X	X
Costa Rica	X	X	X	X	X	X	X	X	X
Cote D'Ivoire			X					X	X
Croatia	X	X	X	X	X	X	X	X	X
Cuba				X	X	X		X	X
Cyprus	X	X	X	X	X			X	X
Czech Republic	X		X	X		X	X	X	X
Denmark	X	X	X	X	X	X	X	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)	Ratification	Ratification
Djibouti		X(a)	X	X				X	X
Dominican Republic	X		X		X(a)	X		X	X
East Timor					X(a)		X(a)		
Ecuador	X	X	X	X	X	X	X	X	X
Egypt	X	X	X		X(a)			X	X
El Salvador	X	X	X	X	X	X	X	X	X
Equatorial Guinea	X	X	X		X(a)			X	X
Estonia	X	X	X	X	X	X		X	X
Ethiopia			X					X	X
Fiji			X	X		X		X	X
Finland	X	X(A)	X	X		X	X	X	X
France	X	X	X	X	X	X	X	X	X
Gabon	X	X	X	X		X		X	X
Gambia, The	X	X	X	X		X		X	X
Georgia	X	X	X		X(a)			X	X
Germany	X	X	X	X		X	X	X	X
Ghana			X	X		X		X	X
Greece	X		X	X		X	X	X	X
Guatemala		X(a)	X	X	X	X	X	X	X
Guinea		X(a)	X					X	X
Guinea Bissau	X			X		X		X	X
Guyana		X(a)	X					X	X
Haiti	X			X		X		X	X
Honduras			X		X(a)		X(a)	X	X
Hungary	X	X	X	X		X		X	X
India	X			X	X	X	X	X	X
Indonesia	X		X	X		X		X	X
Iran			X					X	X
Iraq			X					X	X
Ireland	X		X	X		X	X	X	X
Israel	X		X	X		X	X	X	X
Italy	X	X	X	X	X	X	X	X	X
Jamaica	X	X	X	X		X	X	X	X
Japan	X		X	X	X	X	X	X	
Jordan			X	X	X	X		X	X
Kazakhstan			X	X	X	X	X	X	X
Kenya		X(a)	X	X		X	X	X	X
Kiribati		X(a)						X	X
Korea, Rep. Of	X		X	X	X	X	X		
Kuwait		X(a)	X		X(a)		X(a)	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)	Ratification	Ratification
Kyrgyz Republic	X	X	X		X(a)		X(a)	X	X
Laos		X(a)	X		X(a)		X(a)	X	
Latvia	X	X	X	X	X	X	X	X	X
Lebanon	X	X	X	X	X	X		X	X
Lesotho	X	X	X	X	X	X	X	X	X
Liberia		X(a)	X	X		X		X	X
Libya	X	X	X		X(a)		X(a)	X	X
Lithuania	X	X	X		X(a)	X	X	X	X
Luxembourg	X		X	X		X	X	X	X
Macedonia, Rep.of	X	X	X	X	X	X	X	X	X
Madagascar	X	X	X	X	X	X	X	X	
Malawi		X(a)	X	X		X		X	X
Malaysia			X					X	
Mali	X	X	X		X(a)	X	X	X	X
Malta	X	X	X	X		X	X	X	X
Mauritania		X(a)	X					X	X
Mauritius		X(a)	X	X		X		X	X
Mexico	X	X	X	X	X	X	X	X	X
Moldova, Rep. Of	X	X	X	X		X	X	X	X
Mongolia			X	X	X	X	X	X	X
Montenegro		X(a)			X(a)				
Morocco			X	X	X	X	X	X	X
Mozambique	X	X	X		X(a)		X(a)	X	X
Nepal			X	X	X	X		X	
Netherlands, The	X	X(A)	X	X	X	X		X	X
New Zealand	X	X	X	X		X	X	X	X
Nicaragua		X(a)	X		X(a)		X(a)	X	X
Niger	X	X	X	X	X			X	X
Nigeria	X	X	X	X		X		X	X
North Korea									
Norway	X	X	X	X	X	X	X	X	X
Oman		X(a)	X		X(a)		X(a)	X	X
Pakistan			X	X		X		X	X
Panama	X	X	X	X	X	X	X	X	X
Paraguay	X	X	X	X	X	X	X	X	X
Papua New Guinea			X					X	X
Peru	X	X	X	X	X	X	X	X	X
Philippines	X	X	X	X	X	X	X	X	X
Poland	X	X	X	X	X	X	X	X	X
Portugal	X	X	X	X	X	X	X	X	X
Qatar			X		X(a)		X(a)	X	X
Romania	X	X	X	X	X	X	X	X	X

RELEVANT INTERNATIONAL CONVENTIONS

Country	Protocol to Prevent, Suppress & Punish Trafficking in Persons		ILO Convention 182, Elimination of Worst Forms of Child Labour	Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography		Optional Protocol to the Convention on the Rights of the Child in Armed Conflict		ILO Convention 29, Forced Labour	ILO Convention 105, Abolition of Forced Labour
	Signature	Ratification, Accession (a), or Acceptance (A)	Ratification	Signature	Ratification, Accession (a)	Signature	Ratification Accession (a)	Ratification	Ratification
Russia	X	X	X			X		X	X
Rwanda	X	X	X		X(a)		X(a)	X	X
Saudi Arabia	X		X					X	X
Senegal	X	X	X	X	X	X	X	X	X
Serbia	X	X	X	X	X	X	X	X	X
Sierra Leone	X			X	X	X	X	X	X
Singapore			X			X		X	
Slovak Republic	X	X	X	X	X	X	X	X	X
Slovenia	X	X	X	X	X	X	X	X	X
Solomon Islands								X	
Somalia						X		X	X
South Africa	X	X	X		X(a)	X		X	X
Spain	X	X	X	X	X	X	X	X	X
Sri Lanka	X		X	X	X	X	X	X	X
Sudan			X		X(a)	X	X	X	X
Suriname			X	X		X		X	X
Swaziland	X		X					X	X
Sweden	X	X	X	X	X	X	X	X	X
Switzerland	X	X	X	X	X	X	X	X	X
Syria	X		X		X(a)		X(a)	X	X
Tajikistan		X(a)	X		X(a)		X(a)	X	X
Tanzania	X	X	X		X(a)		X(a)	X	X
Thailand	X		X		X(a)		X(a)	X	X
Togo	X		X	X	X	X	X	X	X
Tunisia	X	X	X	X	X	X	X	X	X
Turkey	X	X	X	X	X	X	X	X	X
Turkmenistan		X(a)			X(a)		X(a)	X	X
Uganda	X		X		X(a)		X(a)	X	X
Ukraine	X	X	X	X	X	X	X	X	X
United Arab Emirates			X					X	X
United Kingdom	X	X	X	X		X	X	X	X
United States	X	X	X	X	X	X	X		X
Uruguay	X	X	X	X	X	X	X	X	X
Uzbekistan	X							X	X
Venezuela	X	X	X	X	X	X	X	X	X
Vietnam			X	X	X	X	X	X	
Yemen			X		X(a)			X	X
Zambia		X(a)	X					X	X
Zimbabwe			X					X	X

TRAFFICKING VICTIMS PROTECTION ACT — MINIMUM STANDARDS FOR THE ELIMINATION OF TRAFFICKING IN PERSONS

Trafficking Victims Protection Act of 2000, Div. A of Pub. L. No. 106-386, § 108, as amended.

(A) Minimum standards

For purposes of this chapter, the minimum standards for the elimination of trafficking applicable to the government of a country of origin, transit, or destination for a significant number of victims of severe forms of trafficking are the following:

(1) The government of the country should prohibit severe forms of trafficking in persons and punish acts of such trafficking.

(2) For the knowing commission of any act of sex trafficking involving force, fraud, coercion, or in which the victim of sex trafficking is a child incapable of giving meaningful consent, or of trafficking which includes rape or kidnapping or which causes a death, the government of the country should prescribe punishment commensurate with that for grave crimes, such as forcible sexual assault.

(3) For the knowing commission of any act of a severe form of trafficking in persons, the government of the country should prescribe punishment that is sufficiently stringent to deter and that adequately reflects the heinous nature of the offense.

(4) The government of the country should make serious and sustained efforts to eliminate severe forms of trafficking in persons.

(B) Criteria

In determinations under subsection (a)(4) of this section, the following factors should be considered as indicia of serious and sustained efforts to eliminate severe forms of trafficking in persons:

(1) Whether the government of the country vigorously investigates and prosecutes acts of severe forms of trafficking in persons, and convicts and sentences persons responsible for such acts, that take place wholly or partly within the territory of the country. After reasonable requests from the Department of State for data regarding investigations, prosecutions, convictions, and sentences, a government, which does not provide such data, consistent with the capacity of such government to obtain such data, shall be presumed not to have vigorously investigated, prosecuted, convicted or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

(2) Whether the government of the country protects victims of severe forms of trafficking in persons and encourages their assistance in the investigation and prosecution of such trafficking, including provisions for legal alternatives to their removal to countries in which they would face retribution or hardship, and ensures that victims are not inappropriately incarcerated, fined, or otherwise penalized solely for unlawful acts as a direct result of being trafficked.

(3) Whether the government of the country has adopted measures to prevent severe forms of trafficking in persons, such as measures to inform and educate the public, including potential victims, about the causes and consequences of severe forms of trafficking in persons, *measures to reduce the demand for commercial sex acts and for participation in international sex tourism by nationals of the country, measures to ensure that its nationals who are deployed abroad as part of a peacekeeping or other similar mission do not engage in or facilitate severe forms of trafficking*

in persons or exploit victims of such trafficking, and measures to prevent the use of forced labor or child labor in violation of international standards] **[added in the reauthorization of the TVPRA of 2005]**.

(4) Whether the government of the country cooperates with other governments in the investigation and prosecution of severe forms of trafficking in persons.

(5) Whether the government of the country extradites persons charged with acts of severe forms of trafficking in persons on substantially the same terms and to substantially the same extent as persons charged with other serious crimes (or, to the extent such extradition would be inconsistent with the laws of such country or with international agreements to which the country is a party, whether the government is taking all appropriate measures to modify or replace such laws and treaties so as to permit such extradition).

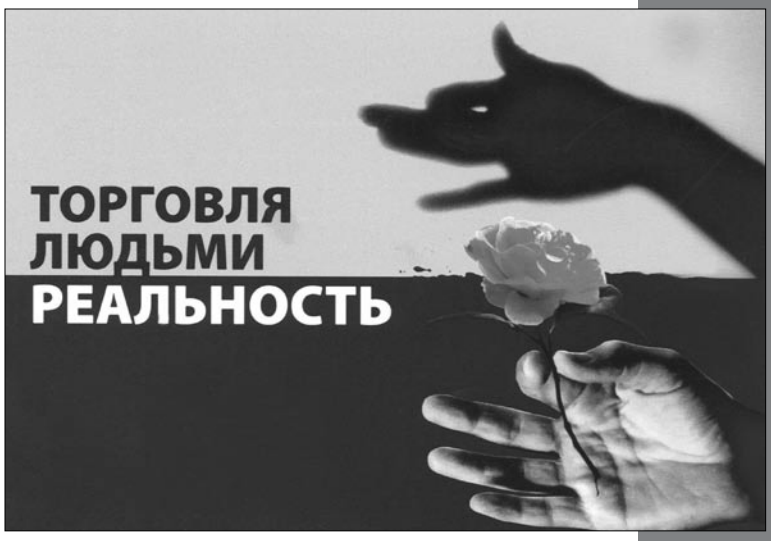
(6) Whether the government of the country monitors immigration and emigration patterns for evidence of severe forms of trafficking in persons and whether law enforcement agencies of the country respond to any such evidence in a manner that is consistent with the vigorous investigation and prosecution of acts of such trafficking, as well as with the protection of human rights of victims and the internationally recognized human right to leave any country, including one's own, and to return to one's own country.

(7) Whether the government of the country vigorously investigates, prosecutes, convicts, and sentences public officials who participate in or facilitate severe forms of trafficking in persons, [*, including nationals of the country who are deployed abroad as part of a peacekeeping or other similar mission who engage in or facilitate severe forms of trafficking in persons or exploit victims of such trafficking*] **[added in the reauthorization of the TVPRA of 2005]**, and takes all appropriate measures against officials who condone such trafficking. After reasonable requests from the Department of State for data regarding such investigations, prosecutions, convictions, and sentences, a government which does not provide such data consistent with its resources shall be presumed not to have vigorously investigated, prosecuted, convicted, or sentenced such acts. During the periods prior to the annual report submitted on June 1, 2004, and on June 1, 2005, and the periods afterwards until September 30 of each such year, the Secretary of State may disregard the presumption contained in the preceding sentence if the government has provided some data to the Department of State regarding such acts and the Secretary has determined that the government is making a good faith effort to collect such data.

(8) Whether the percentage of victims of severe forms of trafficking in the country that are non-citizens of such countries is insignificant.

(9) Whether the government of the country, consistent with the capacity of such government, systematically monitors its efforts to satisfy the criteria described in paragraphs (1) through (8) and makes available publicly a periodic assessment of such efforts.

(10) Whether the government of the country achieves appreciable progress in eliminating severe forms of trafficking when compared to the assessment in the previous year.



"Trafficking in Persons: It can happen to you" (IOM Minsk)

STOPPING HUMAN TRAFFICKING, SEXUAL EXPLOITATION, AND ABUSE BY INTERNATIONAL PEACEKEEPERS

In response to a Congressional mandate, this section summarizes actions taken by some key international organizations to eliminate trafficking in persons or the exploitation of victims of trafficking. This is the second year of reporting on the United Nations (UN), the North Atlantic Treaty Organization (NATO), and the Organization for Security and Cooperation in Europe (OSCE). Beginning with the 2008 Trafficking in Persons Report, the Department of State will also assess the efforts of national governments to prevent their nationals, deployed abroad as part of a peacekeeping or similar mission, from engaging in or facilitating human trafficking. Governments are ultimately responsible for holding their own nationals accountable.

UNITED NATIONS (UN)

Situation

In 2002, humanitarian personnel in West Africa were accused of sexually exploiting refugee children, primarily girls. Sixty-seven aid workers from more than 40 agencies were accused of offering children money, food, and promises of education in exchange for sex. While many of the allegations were anecdotal it was clear that there was a problem which had to be addressed. The wide publicity given to these allegations led humanitarian organizations to implement strict standards of conduct for employees and volunteers. UN Secretary-General Kofi Annan issued a 2003 bulletin entitled *Special Measures for Protection from Sexual Exploitation and Sexual Abuse* (ST/SGB/2003/13) for all UN personnel. The bulletin characterizes sexual exploitation and abuse as acts of serious misconduct, and subject to disciplinary action.

Unfortunately, similar reports came to light. In 2004 some 150 additional allegations of sexual misconduct were made against UN military and civilian peacekeepers in the Democratic Republic of Congo (DRC). As a result, Secretary-General Annan designated Prince Zeid Ra'ad Al Hussein, Jordanian Ambassador to the UN, to be his Special Advisor on Sexual Exploitation and Abuse by UN Peacekeeping Personnel. Prince Zeid and his team traveled to the DRC in October 2004, and reported that there was "zero compliance with zero tolerance" in response to the 2003 policy against sexual exploitation. Congo's Minister of Defense, Major General Jean Pierre Ondekane, was quoted in a December 23, 2004 article in *The Times* (UK) as saying that "peacekeepers" in Kisangani would be remembered for "running after little girls."

Prince Zeid's final report, released in March 2005, contained extensive recommendations for top-down reform of the UN system to address problems of sexual misconduct by UN peacekeepers. The 2005 UN General Assembly endorsed and broadened Prince Zeid's recommendations, making them applicable to civilian as well as to military peacekeeping personnel. In addition to the steps being taken to eliminate sexual exploitation and abuse of vulnerable populations by UN peacekeepers, UN agencies system-wide have developed or are developing standards of conduct for their personnel. Non-governmental organizations (NGOs) involved in humanitarian programs are taking similar steps.

Below is the status of key UN reforms that have been completed or are on-going, and those that have not been finalized.

"It is because international peacekeepers and aid workers have such an important physical and emblematic status—representing the international aspirations of human dignity, security and civilian protection—that their abuse of their position is considered, by so many, so unacceptable."

The Shame of War: Sexual Violence against Women and Girls in Conflict, UN Office for the Coordination of Humanitarian Affairs, February 2007.

STATUS OF REFORM

Protection

- UN *Staff Regulations* now classify sexual exploitation and abuse as a form of serious misconduct subject to disciplinary action, including summary dismissal.

- *Non-UN Personnel*: Consultants, individual contractors, volunteers, military observers and civilian police are legally bound by the standards of the Secretary-General's 2003 bulletin. All contracts and "letters of undertaking" now include these standards.

- *Conduct and Discipline Teams*: The Department of Peacekeeping Operations (DPKO), which is charged with implementing the UN's comprehensive strategy on addressing all aspects of sexual exploitation and abuse, has "Conduct and Discipline Teams" (CDTs) in place at UN headquarters and at almost all UN peacekeeping missions, with some CDTs covering more than one mission.

  The CDTs are charged with informing local communities of the UN's zero-tolerance policy on sexual exploitation and procedures for reporting abuse, receiving complaints, carrying out initial assessments of allegations, and determining whether specific allegations should be reported to the Office of Internal Oversight Services (OIOS) as Category I (serious offenses) warranting full OIOS investigations. Category II (less serious) allegations are handled by the peacekeeping mission itself.

Prevention

- *Mission Prevention Measures*: Where there have been allegations of sexual exploitation and abuse, UN peacekeeping missions have instituted additional prevention measures such as "off-limits premises and areas," curfews, telephone hotlines, and the requirement that all mission personnel must wear their uniforms at all times.

- *Case Tracking System*: DPKO established a secure Web-based software program to track all sexual exploitation and abuse cases, and to ensure that those personnel who have been dismissed or repatriated for sexual exploitation and abuse violations are barred from serving in future UN missions. A comprehensive database that will be accessible to all UN missions is in the final stages of development.

- *Training Modules*: DPKO implemented three training modules for different levels of personnel. DPKO's pre-deployment training modules on preventing sexual exploitation and abuse are mandatory for all UN military and civilian personnel; however, DPKO is not able to verify that troop contributing countries (TCCs) have carried out the training. All personnel arriving at UN missions are made aware of the UN's standards of conduct and "zero tolerance" policy, and receive sexual exploitation and abuse prevention training.

- *Women Peacekeepers*: DPKO is encouraging TCCs to increase the number of women peacekeepers at all levels, in part to facilitate the UN's task of encouraging the local communities to report allegations and to promote an environment that discourages sexual exploitation and abuse. In January 2007, India was the first country to deploy an all-female civilian police unit to the UN mission in Liberia. In March 2007, DPKO convened a small conference at the UN's Logistics Base in Brindisi, Italy with 30 gender experts to discuss approaches for increasing the number of women police officers in UN peacekeeping missions.

- *Implementation by Management*: Heads of UN peacekeeping missions must now task civilian managers and military commanders with implementing the programs and policies of the UN to eliminate sexual exploitation and abuse. Civilian managers' efforts to implement the UN's zero-tolerance policy on sexual exploitation are formally evaluated.

- *High-Level Discussion*: In December 2006, DPKO organized the "High-Level Conference on Eliminating Sexual Exploitation and Abuse," attended at senior levels by UN agencies, funds, programs, Member States, TCCs and NGOs. The conference revealed an impressive level of attention to the issue, across the spectrum of international responders to conflict.

Prosecution

- *Recommendations by Legal Experts:* A panel of legal experts completed its report on steps that could be taken to ensure that UN staff and experts on mission are held accountable, in accordance with due process, for criminal acts committed at their duty stations. A second panel of legal experts examined the question of whether the Secretary-General's 2003 Bulletin can bind national military and civilian contingent members until negotiations are completed in a revised memorandum of understanding (MOU) between the UN and the TCCs on standards of conduct. Member States are currently reviewing the recommendations of both legal panels.

- OIOS has investigative personnel in the field covering 12 peacekeeping missions, and will hire additional staff.

REFORM NOT FINALIZED

- *MOU between UN and TCCs*: The proposed model MOU for use between the UN and TCCs has been revised to include provisions for addressing sexual exploitation and abuse; however, the MOU has been in negotiation among members of the Special Committee on Peacekeeping Operations (C-34) since January 2006.

- *Standards of Conduct*: While the model MOU is under negotiation, the UN is also discussing with current TCCs ways to incorporate standards of conduct into existing MOUs.

- *Welfare and Recreation Reform*: The UN has not finalized a comprehensive strategy on welfare and recreation reform for mission personnel to prevent sexual exploitation and abuse. This draft document is expected to go to Member States for approval. In July 2005, UN headquarters instructed its missions to improve welfare and recreation facilities within existing budgets.

- *Victim Assistance Strategy*: The UN has not finalized a comprehensive victim assistance strategy, which was to have been completed by the end of 2005 and presented to the UN Security Council for approval. The issue of how and what assistance should be given to alleged victims without it being construed as admission of peacekeeper misconduct attributed to the delay. In the interim, the UN advised its missions to refer victims to local medical and psycho-social services.

Discipline and Accountability:

According to the UN Secretary-General's report on *Special Measures for Protection from Sexual Exploitation and Sexual Abuse* (A/60/861) released in May 2006, seven UN agencies received 373 new sexual exploitation and abuse allegations during 2005, of which 340 involved UN peacekeeping personnel. This report notes that the annual total was considerably higher than the 121 allegations reported for 2004. The former Secretary-General attributed the dramatic increase, in part, to greater awareness and use of the UN's reporting mechanism. In 2006 there were 357 allegations reported, but declined each month. In January 2006 there were 97 allegations and by December 2006 there were 12 allegations. This change may be due in part to introduction of Conduct and Discipline Teams to all missions in early 2006.

Discipline and accountability of accused members of national military and civilian contingents ultimately rests with the TCCs. France, India, Morocco, Nepal, Pakistan, Tunisia, and Uruguay have taken some form of disciplinary or criminal action against a total of 29 repatriated military and civilian personnel. However, there are many other repatriated personnel from these and other countries who have faced no further penalties for their abuse of power in cases of sexual exploitation and abuse. The UN is working with TCCs to ensure that staff and volunteers, and approximately 90,000 military and civilian peacekeepers serving in the UN's 18 missions do not add to the suffering of women and children in conflict or humanitarian crises. TCCs must take action to ensure 100 percent compliance with the UN's zero tolerance policy on sexual exploitation and abuse.

For further information on the UN's sexual exploitation and abuse prevention measures please go to http://www.un.org/Depts/dpko/dpko

NORTH ATLANTIC TREATY ORGANIZATION (NATO)

Situation

NATO is proactively undertaking measures to prevent military or civilian personnel assigned to NATO-led missions from engaging in human trafficking or sexual exploitation and abuse. There are no known allegations of sexual misconduct against NATO officials or staff. NATO currently has seven on-going missions with tens of thousands of soldiers, and undertakes numerous other activities throughout the year. In June 2004, NATO Allies and Partners adopted a *Policy on Combating Trafficking in Human Beings*. Among its provisions, NATO Allies and Partners committed to provide appropriate anti-human trafficking training to personnel taking part in NATO-led missions, support host-country law enforcement in anti-trafficking investigations, incorporate contractual provisions prohibiting contractors from engaging in trafficking, and evaluate implementation of efforts as part of on-going reviews. Anti-human trafficking directives are incorporated in all NATO operational plans. NATO employs three anti-human trafficking awareness training modules for troops, commanders, and military police. These modules are available online to personnel and are also offered at NATO's two training facilities. NATO Allies and Partners committed to provide anti-trafficking training for personnel and international staff prior to deployment. Officials and staff are subject to disciplinary action including dismissal. NATO Allies and Partners are responsible for taking any legal action against nationals participating in NATO missions. Personnel taking part in NATO missions are instructed to refer victims to local NGOs in order to receive legal or social services, and to work cooperatively with local law enforcement officials if they encounter a human trafficking situation.

Update

Since the release of the 2006 Trafficking in Persons Report, staff from NATO Allies and Partner nations have spent several months reviewing practical aspects of the implementation of NATO's anti-human trafficking policy to identify areas for improvement. A report with recommendations was submitted to senior-level NATO representatives in November 2006. NATO has appointed its Assistant Secretary-General for Defense Policy and Planning as Senior Coordinator on Counter-Trafficking in Human Beings to oversee its anti-human trafficking implementation efforts.

For further information on NATO's anti-human trafficking prevention measures please go to http://www.nato.int/issues/trafficking/

ORGANIZATION FOR SECURITY AND COOPERATION IN EUROPE (OSCE)

Situation

The Organization for Security and Cooperation in Europe is proactively undertaking measures to prevent personnel from engaging in human trafficking or sexual exploitation. There are no known allegations of sexual misconduct against OSCE officials or staff. The OSCE has 19 field missions and approximately 3,450 personnel, including contractors, seconded staff, and international and locally-based employees. The OSCE Secretary-General is responsible for overseeing OSCE's efforts to prevent misconduct by personnel. The OSCE's *Code of Conduct For Staff and Mission Members* (Appendix 1 to Permanent Council 550/Corr.1, 27 June 2003) addresses general conduct of officials and staff while on mission, and "Staff Instruction 11" specifically focuses on preventing trafficking in persons. Both documents are incorporated into OSCE training modules provided during orientation training for all OSCE personnel, including for locally-hired staff at missions. Officials and staff are subject to disciplinary action including dismissal. However, OSCE member states and partners are ultimately responsible for taking any legal action against nationals participating in OSCE missions who violate the policy. Personnel at field missions are instructed to refer alleged victims to local NGOs for legal or social services and to work cooperatively with local law enforcement officials if they encounter a human trafficking situation.

Update

Since the release of the 2006 Trafficking in Persons Report, the 2006 OSCE Ministerial Council issued a decision on *Combating Sexual Exploitation of Children* (MC/DEC/15/06). Among the various provisions, the Ministerial Council tasked the OSCE executive structures to ensure the issue of child sexual exploitation is incorporated in code of conduct trainings and awareness-raising materials targeted at OSCE Officials.

For further information on the OSCE's anti-trafficking prevention measures please go to www.osce.org/activities/13029.html

GLOSSARY OF ACRONYMS

NGO	Non-Governmental Organization
IOM	International Organization for Migration
ILO	International Labour Organization
ILO-IPEC	International Labour Organization, International Program for the Elimination of Child Labour
UN	United Nations
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UNHRC	United Nations High Commissioner for Refugees
UNDP	United Nations Development Program
UNODC	United Nations Office on Drugs and Crime
ECPAT	End Child Prostitution, Child Pornography and Trafficking of Children for Sexual Purposes
EU	European Union
OSCE	Organization for Security and Cooperation in Europe
ECOWAS	Economic Community of West African States
OAS	Organization of American States
2000 UN TIP Protocol	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime

A CLOSING NOTE FROM THE DRAFTERS OF THE REPORT

Vulnerable men enslaved—and cast into the sea

The terms vary: trafficking, forced labor, involuntary servitude, slavery . . . but the basic elements are the same. Someone seeks a better life and takes a risk by accepting an offer of employment—often outside his or her country—and finds a hell of servitude instead. We have shed light on the most vulnerable—women and children—but in the modern age of exploitation through debt and deception, there are many men who fall prey to traffickers. This Report shows the servitude suffered by so many men who have taken risks for themselves and their families, but end up enslaved by labor recruiters and employers.

At the age of 22, Ko Maung left his home in Mon State, Burma with his new bride to find work in a neighboring country. The newlyweds dreamed of earning enough money to return to Burma and build a home for their children. Ko Maung's wife went to work in a fish-processing factory; he took jobs aboard fishing vessels that took him to sea for two to three months. In 2003, he accepted what, he thought, was a safe offer of work on a fishing boat for two years. "You stay here, he told his wife as he left. "I will come back with money and we can go back to Burma." Later, his wife was told he had died during the final months of the fishing boat's three-year voyage.

From accounts of survivors who made it back, Ko Maung and 30 other Burmese recruited to work on a fleet of six fishing boats died at sea from forced labor, starvation, and vitamin deficiencies. They had been forced to remain at sea for years, denied pay, and fed only fish and rice. Workers made repeated requests to leave the boats, but were denied. They requested medical attention but were ignored. As one after another grossly exploited man died at the end of the fishing voyage, their bodies were unceremoniously dumped overboard. They were used in forced labor until they could breathe no more. Those who survived were not paid for their work—which amounted to three years of enslavement.



This Report is dedicated to Ko Maung, who paid the ultimate price of slavery, and to his family whose dreams were crushed. Through the courage of his compatriots, and advocates who assist male victims of slavery, we have heard his voice of agony. We pledge to project his voice, breaking down the walls of indifference and corruption that protect businesses that rely on this despicable trade in disposable humans.

Thank you for your support. Thank you for joining us.

Rebecca Billings
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Hagar Foundation **provides day-care to children of human trafficking survivors while their mothers receive education and vocational training, allowing the families to rebuild their lives.**

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