



# TRAFFICKING IN PERSONS REPORT

JUNE 2007



*"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,

A handwritten signature in black ink that reads "Condoleezza Rice".

Condoleezza Rice



**STOP CHILD TRAFFICKING**  
**MAKE AND ENFORCE**  
**APPROPRIATE LAWS**

**25**  
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Against Child  
Contra el Tráfico  
Contra la Tráfico

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This Report and subsequent updates are available at [www.state.gov/g/tip](http://www.state.gov/g/tip)



## 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

### 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

# 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]."





*"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**

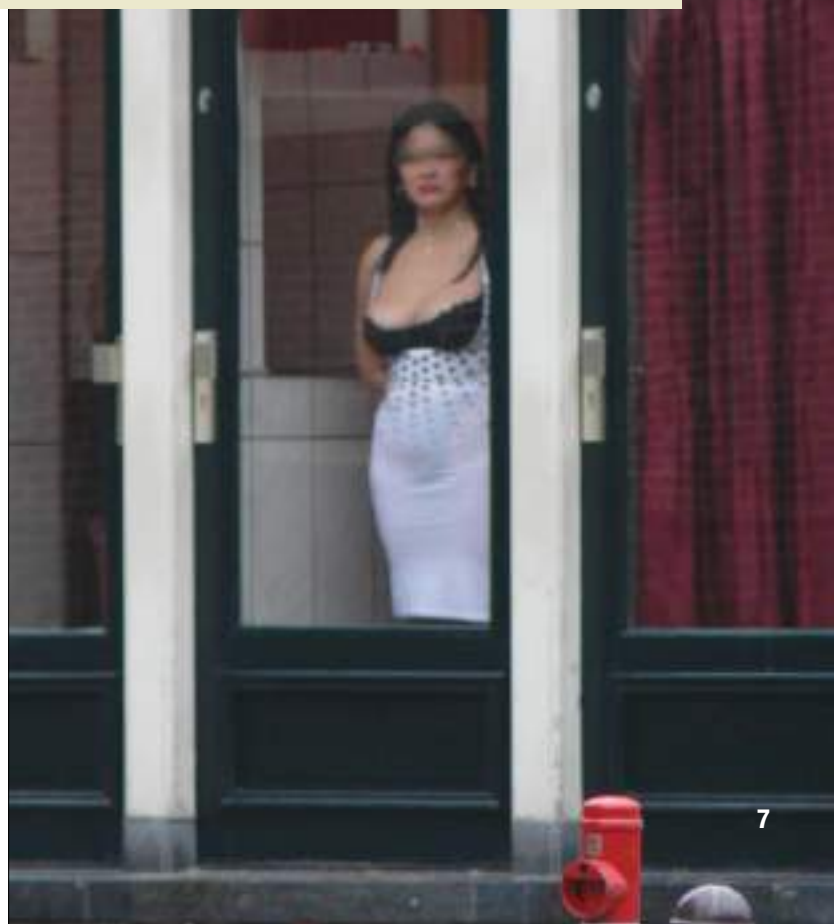
### Human Trafficking Defined

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.

## 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



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

## 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.

RWANDA/  
UNITED  
KINGDOM

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](mailto: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.

**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.*



# 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.

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

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.

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. ●

*"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



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.

## 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.

## “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.



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 processes. 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.





## 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. ●

## 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.”

## 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](http://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 Transcmeta 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.

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



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.

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.

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



### 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...

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

## Tier 2

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

## Tier 2 Watch List

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

## Tier 3

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



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](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.

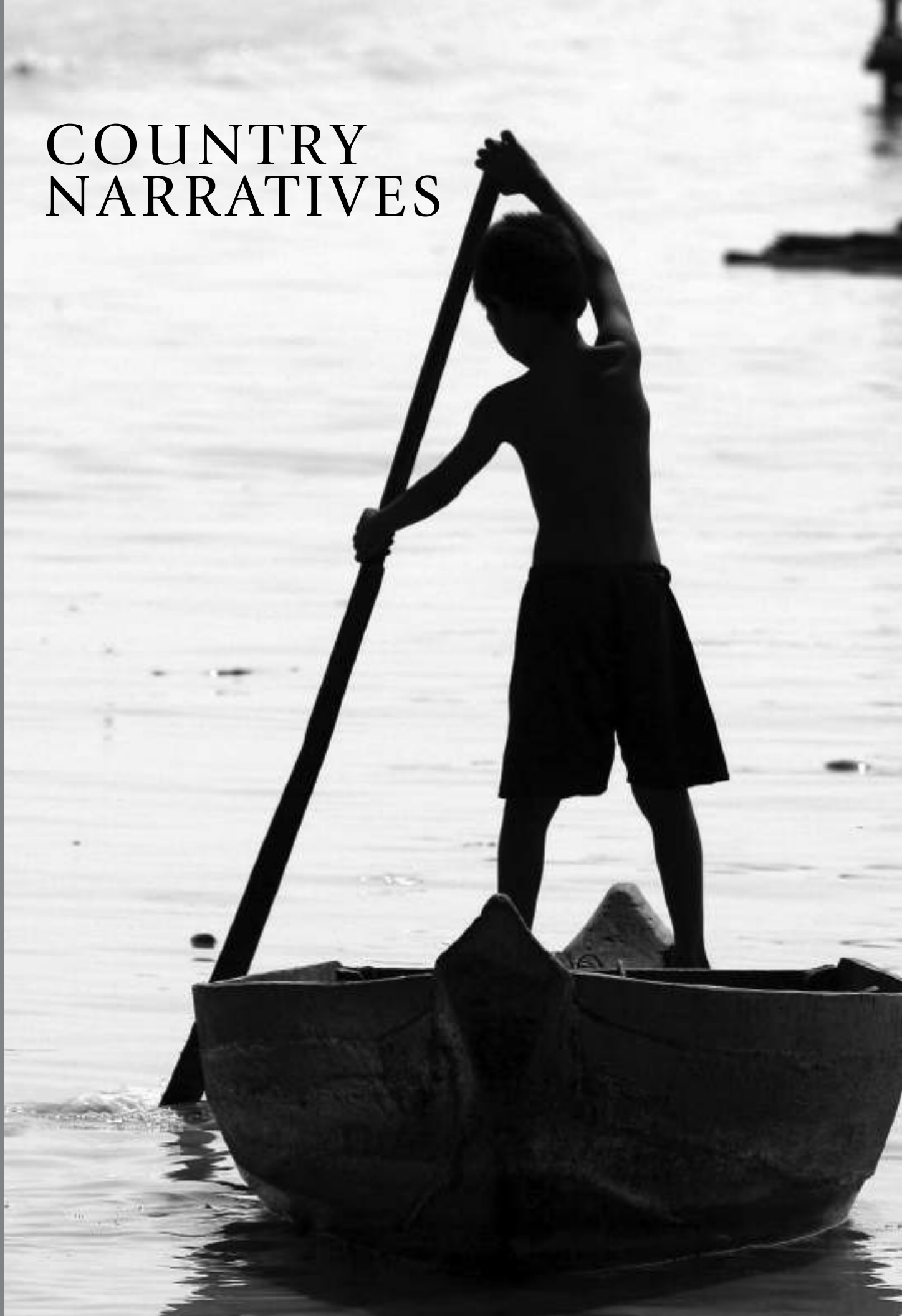
In FY 2006, the Department of Homeland Security (DHS) issued 192 T-visas to foreign survivors of human trafficking identified in the United States and 106 T-visas to their immediate family members. T-visas are a special visa category resulting from the TVPA. Cumulatively through FY 2006, DHS has issued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

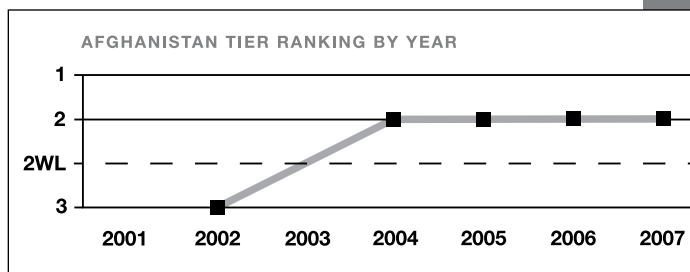
The Government of Afghanistan does not fully comply with the minimum standards for the elimination of trafficking; however, it is making significant efforts to do so. The government provided land to IOM for the construction of a shelter for trafficking victims. The government should take additional steps 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

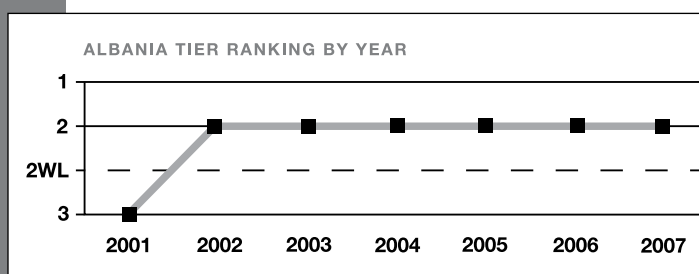
During the year, Afghanistan made limited progress in preventing trafficking in persons. The Ministry of Labor and Social Affairs, with the assistance of UNICEF, conducted a broad public awareness campaign to educate the public on the dangers of trafficking and resources for assistance. Afghanistan does 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.

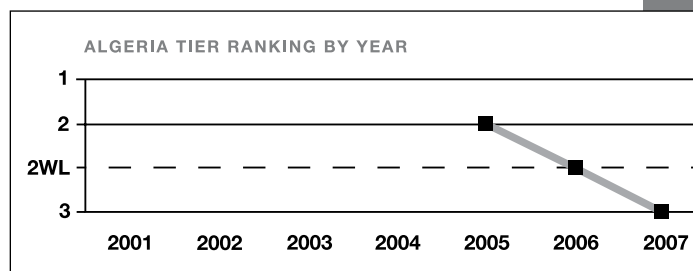
### Prosecution

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.

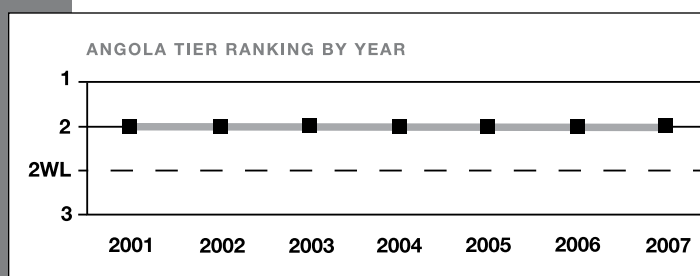
## ANGOLA (Tier 2)

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-

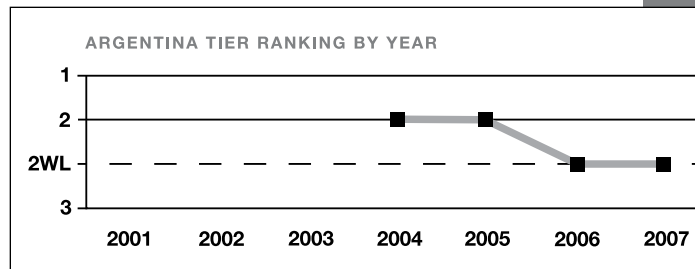
trafficking bill; intensify and expedite prosecution efforts against traffickers; increase anti-trafficking training for judges and police; provide greater victim assistance; and make stronger efforts to investigate, prosecute, and convict public officials who facilitate human trafficking.

### 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

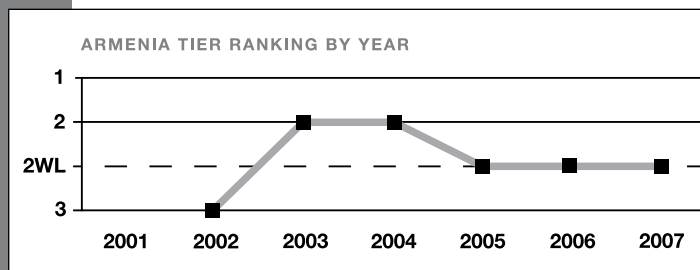
Despite limited resources, the government made some efforts to assist victims during the reporting period. The government did not systematically and pro-actively identify victims among vulnerable populations, such as persons detained for prostitution or immigration violations. OFAVI coordinated victim-assistance 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)

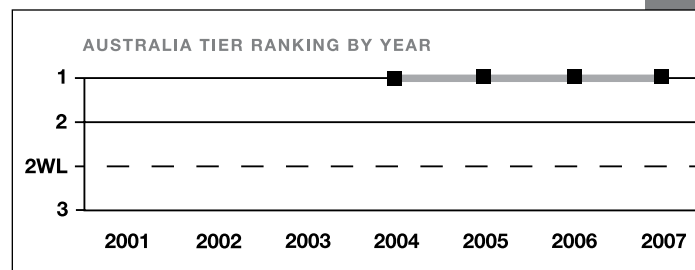
Australia is a destination country for some women from East Asia and Eastern Europe trafficked for the purpose of commercial sexual exploitation. The majority of trafficking victims were women who traveled to Australia voluntarily to work in both legal and illegal brothels, but were subject to conditions 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.

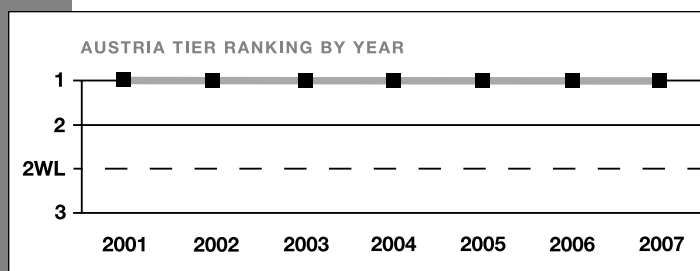
### Prevention

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.

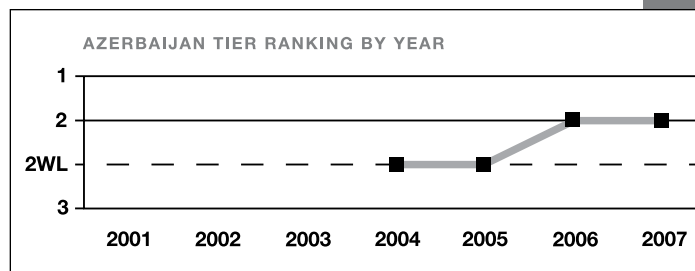
## AZERBAIJAN (Tier 2)

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 convict-



ed 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

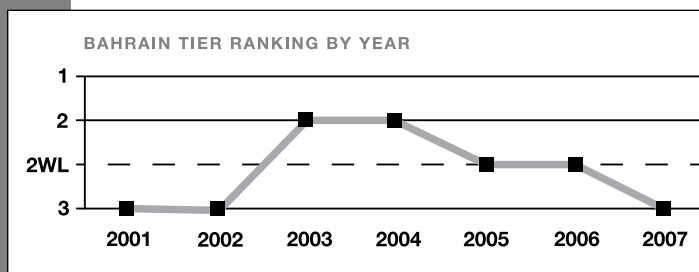
The Government of Azerbaijan demonstrated progress in its efforts to protect and assist victims. In October 2006, the government opened a long-anticipated shelter, which provides victims of trafficking with short-term care and access to legal, medical, and psychological services. Although all identified 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.

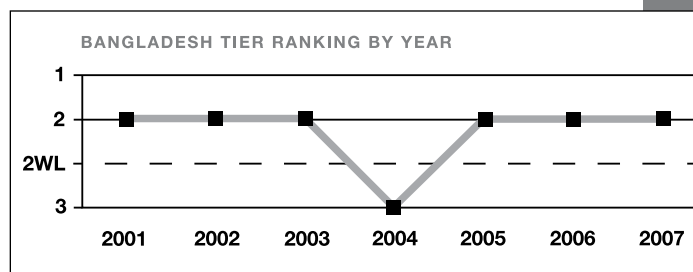
It is also a source country for children — both girls and boys — trafficked for commercial sexual exploitation, bonded labor, and other forms of involuntary servitude. Women and children from Bangladesh are trafficked to India and Pakistan for sexual exploitation. Bangladeshi women also migrate legally 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

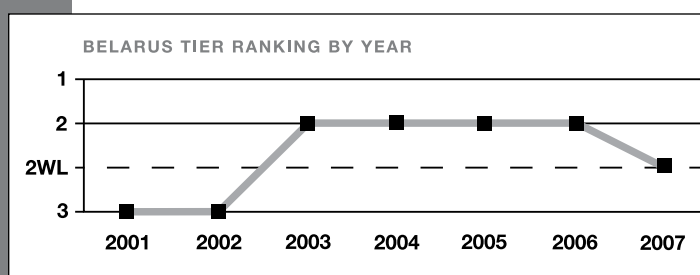
no efforts to protect adult male victims or victims of forced labor. Bangladesh should continue to support protection services for victims of sex trafficking, and should increase assistance to victims of involuntary servitude, including Bangladeshis repatriated after being trafficked abroad.

### 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)

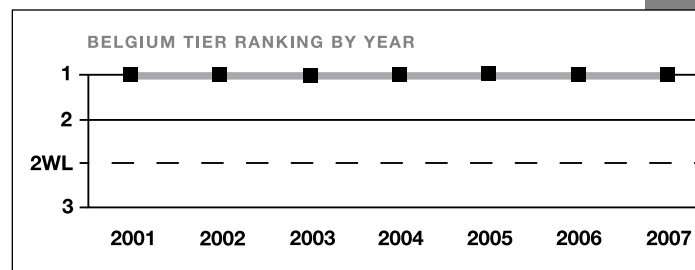
Belgium is a transit and destination country for men, women and girls trafficked for the purposes of forced labor and commercial sexual exploitation. Trafficking for sexual exploitation is more prevalent than labor trafficking and the majority of victims are young women. Women and girls are trafficked 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.

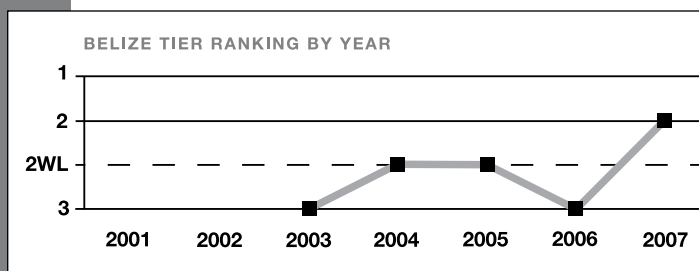
### Prevention

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, Nigerian, 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.

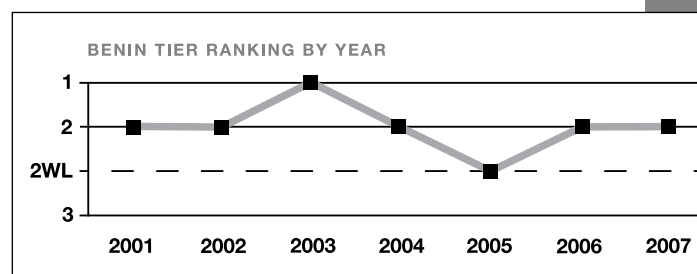
### Prosecution

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.



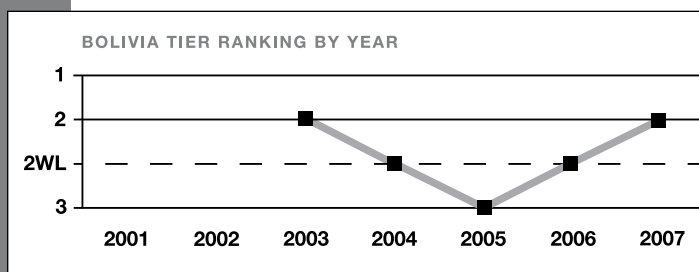
### Prevention

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.

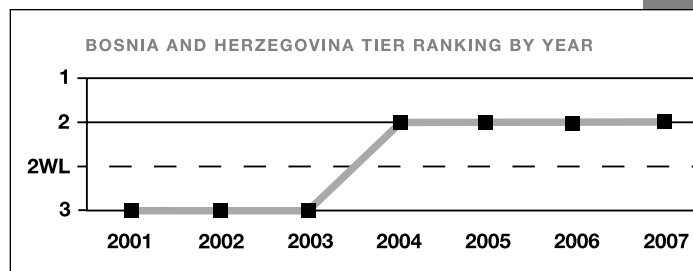
### Prosecution

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

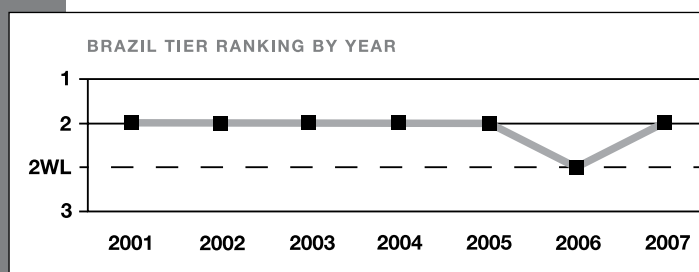
The Government of Bosnia and Herzegovina demonstrated increased public awareness and prevention activities. The State Coordinator partnered with IOM to run a major national public awareness campaign, which included leaflets, billboards, television spots, and a 30-minute documentary aired on public and 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